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DRAFT ENVIRONMENTAL IMPACT REPORT

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

San Francisco Planning Department

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Draft EIR Public Hearing Date: June 17, 2004

Draft EIR Public Comment Period:

May 15, 2004 to June 28, 2004

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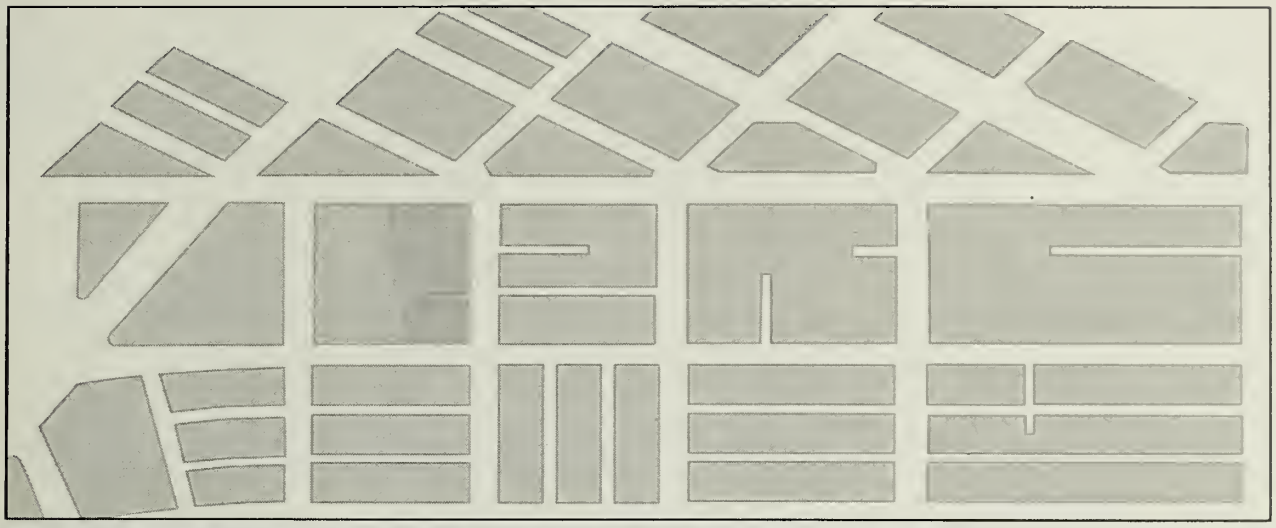
Written comments should be sent to:

Paul Maltzer, Environmental Review Officer, San Francisco Planning Department
1660 Mission Street, Suite 500, San Francisco, CA 94103



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DATE: May 15, 2004

TO: Distribution List for the Tenth/Market/Mission Streets Mixed-Use Project

FROM: Paul Maltzer, Environmental Review Officer

SUBJECT: Request for the Tenth/Market/Mission Streets Mixed-Use Project (Case No. 2003.0262E)

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ental Impact Report (EIR) for the Tenth/Market/Mission Streets
ıg will be held on the adequacy and accuracy of this document.
epare and publish a document titled "Summary of Comments and
ıary of all relevant comments on this Draft EIR and our responses
ify changes to this Draft EIR. Those who testify at the hearing on
ive a copy of the Comments and Responses document, along with
cation; others may receive such copies and notice on request or by
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ıg Commission in an advertised public meeting(s) and certified as

the Draft EIR as specified by the Comments and Responses
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Thank you for your interest in this project.

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DATE: May 15, 2004

TO: Distribution List for the Tenth/Market/Mission Streets Mixed-Use Project

FROM: Paul Maltzer, Environmental Review Officer

SUBJECT: Request for the Tenth/Market/Mission Streets Mixed-Use Project (Case No. 2003.0262E)

This is the Draft of the Environmental Impact Report (EIR) for the Tenth/Market/Mission Streets Mixed-Use Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, we will prepare and publish a document titled "Summary of Comments and Responses" that will contain a summary of all relevant comments on this Draft EIR and our responses to those comments. It may also specify changes to this Draft EIR. Those who testify at the hearing on the Draft EIR will automatically receive a copy of the Comments and Responses document, along with notice of the date reserved for certification; others may receive such copies and notice on request or by visiting our office. This Draft EIR together with the Summary of Comments and Responses document will be considered by the City Planning Commission in an advertised public meeting(s) and certified as a Final EIR if deemed adequate.

After certification, we will modify the Draft EIR as specified by the Comments and Responses document and print both documents in a single publication called the Final EIR. The Final EIR will add no new information to the combination of the two documents except to reproduce the certification resolution. It will simply provide the information in one, rather than two, documents. Therefore, if you receive a copy of the Comments and Responses document in addition to this copy of the Draft EIR, you will technically have a copy of the Final EIR.

We are aware that many people who receive the Draft EIR and Summary of Comments and Responses have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the Final EIR to private individuals only if they request them. If you would like a copy of the Final EIR, therefore, please fill out and mail the postcard provided inside the back cover to the San Francisco Planning Department within two weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy. Public agencies on the distribution list will automatically receive a copy of the Final EIR.

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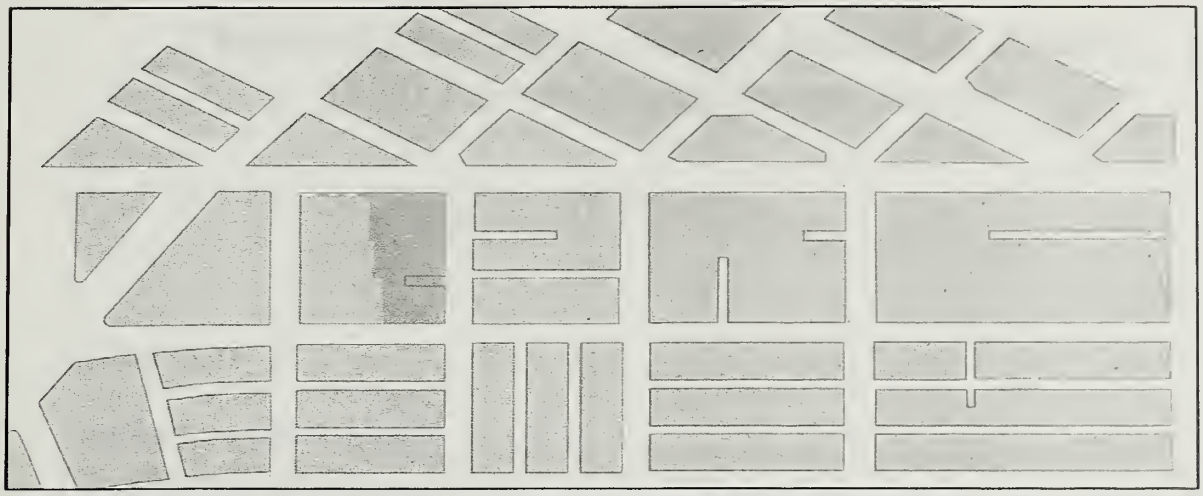

DRAFT ENVIRONMENTAL IMPACT REPORT

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

San Francisco Planning Department

File No. 2003.0262E
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Written comments should be sent to:

Paul Maltzer, Environmental Review Officer, San Francisco Planning Department
1660 Mission Street, Suite 500, San Francisco, CA 94103

Tenth/Market/Mission Streets Mixed-Use Project
Draft Environmental Impact Report

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I. SUMMARY

A. PROJECT DESCRIPTION (P. 27)

The proposed project would involve construction of a mixed-use development comprising office, senior affordable housing, other housing, parking, retail, and other community-serving uses, including meeting rooms. The development proposal entails replacing seven existing vacant office buildings and a surface parking lot on Tenth Street between Market and Mission Streets and subdividing the site into at least three parcels, with additional provisions to be incorporated in a Special Use District (SUD) proposed as part of the project.

The project sponsor, TCM Mid-Market Venture (the Venture), is a partnership between Citizens Housing Corporation (CHC) and the Tenderloin Neighborhood Development Corporation (TNDC), the current property owners, and Myers Development Company (MDC). The project is intended as a mixed-use project with a senior affordable housing component, a second residential component, and a municipal office building to meet the long-term occupancy and financial objectives of the City. The City's intention is to consolidate city offices currently in leased space in the Civic Center area in a new office building that would be owned by the City. The project may require minor development of office uses for non-municipal purposes.

TNDC and CHC would develop the affordable housing component and MDC would be responsible for developing the office component, which would be owned and occupied by the City. On November 4, 2003, the San Francisco Board of Supervisors approved a non-binding Term Sheet with TNDC, CHC, and MDC, regarding the joint development of the project. The Term Sheet notes that "[t]he City has been trying to acquire fee ownership of over 1,000,000 square feet of office space in the Civic Center area to protect the City's General Fund from uncertainties and fluctuations in the rental market for office space, and to minimize the costs, inefficiencies and disruptions in service caused by the relocation of City personnel to and from rented space." The office component would significantly advance the City's goals regarding ownership of its own office space.

The project sponsor has identified the following project objectives:

1. Provide much-needed low- and moderate-income housing.
2. Provide public and community-serving amenities.
3. Assist the City in meeting its goals with respect to the office building.
4. Offset a portion of the affordable housing costs with proceeds from the office building.
5. Create an energy-efficient, environmentally sensitive, sustainable project.
6. Contribute to the redevelopment of the proposed Mid-Market Redevelopment Project Area, as identified in the *Mid-Market Redevelopment Plan Final EIR (Mid-Market Redevelopment Plan)*.

The project site, 1407-1435 Market Street, 18-70 Tenth Street, and 1400 Mission Street, is approximately 95,000 square feet (about two acres) on the west side of Tenth Street between Market and Mission Streets, adjacent to the Bank of America Data Center at Market and 11th Streets. The project site is bisected by a dead end portion of Jessie Street. The project site is within the Mid-Market Redevelopment Project Area, proposed for designation as a redevelopment area by the San Francisco Redevelopment Agency, and in the proposed Market and Octavia Neighborhood Plan Area.

For purposes of the environmental analysis, the project is addressed as a municipal office building on Market Street (Market Street Office), a market-rate housing building on Tenth Street (Tenth Street Housing), and affordable senior housing on Mission Street (Mission Street Affordable Housing). The Mission Street Affordable Housing is intended to be restricted to be affordable to seniors earning no more than 50 percent of the Area Median Income for the San Francisco Metropolitan Statistical Area, as defined by the US Department of Housing and Urban Development and adjusted for household size. As a project option, the Mission Street Affordable Housing would be composed of two separately funded buildings with different construction schedules, but would include the same amount of floor area, uses, and residential units as the proposed single building. The building footprint of this option, however, would be slightly larger and with different massing on the rooftop to account for a physical separation between the two buildings. The affordability of the Tenth Street Housing could vary depending on available funding. Housing could be all market rate (with the required inclusionary affordable housing units), moderate income (defined as affordable to households

earning no more than 120 percent of the Area Median Income), mixed income, or fully affordable for low- or very low-income households. Physically, the project would not vary significantly depending on the income of the occupants, and so for the purposes of environmental analysis, only a single building project option for Mission Street Affordable Housing is considered.

The Mission Street Affordable Housing is proposed on the southernmost portion of the site at the northwest corner of Tenth and Mission Streets and would be 15 stories, or 150 feet (plus 20 feet of mechanical space), high. The 21-story, 200-foot-high Tenth Street Housing is proposed on the western side of the Tenth Street. The combined residential floor area of the project would total about 316,000 gross square feet (gsf) in a two-tower configuration: 210,667 gsf for the Tenth Street Housing and 105,333 gsf for the Mission Street Affordable Housing.[1] Off-street parking for about 230 vehicles (220 spaces for the Tenth Street Housing and 10 spaces for the Mission Street Affordable Housing) would be provided on the ground floor and on one level partially below grade. Total parking area for the housing components would be about 83,264 gsf, consisting of approximately 79,644 gsf for the Tenth Street Housing and 3,620 gsf for the Mission Street Affordable Housing.

The housing components of the project would also contain about 6,750 gsf of retail uses (about 3,250 gsf at the Tenth Street Housing and about 3,500 gsf at the Mission Street Affordable Housing), and about 875 gsf each of residential lobbies on the ground floor. Residential open space would be provided in a central terrace on the second level, above the parking garage and between and to the west and north of the residential towers.

The Market Street Office is proposed on the northern portion of the site at the southwest corner of the intersection of Tenth and Market Streets. The 24-story, approximately 320-foot-tall office building would include about 513,250 gsf of municipal office uses (including approximately 5,000 gsf of childcare facilities) and one level of below-grade parking for approximately 83 vehicles. The total parking area for the office building would be about 31,550 gsf. The ground floor of the office building would contain a reception lobby; a public

[1] The total base floor plate area for the residential uses would be 140,600 + 274,200 = 414,800 gsf. The gross floor area of the residential floors (excluding the ground floor and basement, which would contain no units) would be 316,000 gsf.

plaza; a five-story, 65-foot-tall atrium; loading facilities; and about 6,000 gsf of restaurant use along Market Street.

B. MAIN ENVIRONMENTAL EFFECTS

On the basis of an Initial Study published on November 15, 2003 (see Appendix A), the San Francisco Planning Department determined that an Environmental Impact Report (EIR) was required. The Initial Study determined that certain effects of the project would either be insignificant or would be reduced to a less-than-significant level by specified mitigation measures: population and housing, noise, air quality (except operational and cumulative emissions, shadows, and wind), utilities and public services, biology, geology and topography, water, energy and natural resources, hazards, and cultural (historic and archaeological) resources. Therefore, the EIR does not discuss these effects. The Initial Study also found that land use changes would not be significant, but noted that the topic would be discussed in the EIR for informational purposes (see Section III.A).

The EIR analyzes effects on visual quality, transportation, air quality (operational and cumulative emissions), shadows, wind, and growth inducement, and concludes that the proposed project would not result in significant environmental impacts that could not be mitigated to a less-than-significant level.

LAND USE, PLANS, AND ZONING (P. 46)

The Initial Study found that land use effects would be less than significant, but a discussion is included in the EIR for informational purposes. The proposed project would result in an increase in intensity and change of existing land uses by redeveloping the site with new residential uses and increased commercial density on the site. However, the project would not disrupt or divide the physical arrangement of an established community. While residential densities would be greater than that which currently exist on the project site and those of residential uses in the immediate vicinity, high-density residential use is common in San Francisco and is permitted on this site.

The project site is located within the proposed Mid-Market Redevelopment Project Area and the proposed Market and Octavia Neighborhood Plan Area. The proposed project would intensify the current activities on the site and would be generally consistent with the goals and objectives of the proposed *Mid-Market Redevelopment Plan*, including its focus on fostering job creation and housing development, as well as with the C-3-G Use District, the Downtown Plan, and the proposed *Market and Octavia Neighborhood Plan*.

VISUAL QUALITY (P. 61)

The proposed project would introduce new visual elements to the site that would be consistent with existing, approved, and proposed development in the vicinity. The Market Street Office would continue the pattern of streetwall development along Market Street. This 320-foot-tall building would be similar in height to nearby development, such as Fox Plaza across Market Street, the State Compensation Insurance Fund (SCIF) building at Ninth and Market Streets, and 100 Van Ness Avenue. The proposed project would introduce a streetwall larger in scale than existing development on Tenth Street and Mission Street; however, the new development would be consistent with the urban character of downtown San Francisco, and with planned and approved development in the area.

Five other projects are proposed, and three other projects are approved within the project vicinity, the tallest of which are the 240-foot-high mixed-use development at 1177 Market Street and the 240-foot-tall residential development located on 1160 Mission Street. While the proposed structures would alter the visual landscape, they would not be the tallest buildings in the area (i.e., the California State Automobile Association and Fox Plaza buildings), and would be part of the continual trend toward increased building height and density in the Mid-Market and Market and Octavia Neighborhood areas.

Cumulatively, the project and other proposed and approved projects in the vicinity would not substantially degrade or obstruct scenic vistas from public areas, including Dolores Park and Buena Vista Park, nor would they obstruct significant views from surrounding public areas, including the Civic Center and United Nations Plaza, because planned and approved development would be within the existing range of scale and massing in the project area. Therefore, there would be no significant impacts on cumulative visual quality.

TRANSPORTATION (P. 78)

Traffic

The proposed project is expected to generate approximately 26,378 total daily person-trips and 4,025 PM peak-hour person trips. Overall, during the weekday PM peak hour, the project would generate the following net new person trips: 1,244 auto; 2,008 transit; 557 pedestrian; and 216 other. The proposed project would generate approximately 911 new weekday PM peak hour vehicle trips, of which 125 would be inbound to the site and 786 would be outbound from the site. The addition of these net new vehicle trips during the PM peak hour would result in a nominal change in the average delay per vehicle at all but one of the study intersections. Under existing-plus-project conditions, all study intersections that currently operate at LOS D or better are expected to remain at LOS D or better with no significant changes to the delays. The intersection of Mission Street/South Van Ness Avenue would worsen from an unacceptable existing condition of LOS E to LOS F with an increase in overall delay of 17.4 seconds per vehicle. The project would add about 79 seconds of delay per vehicle to the westbound through critical movement. The 157 vehicle trips added by the project would be about 17 percent of the critical movement vehicles at the Mission Street/South Van Ness intersection. This delay in critical movement would change the intersection from LOS E under existing condition to LOS F under existing-plus-project conditions. Thus, the project's contributions would be considered significant under existing-plus-project conditions. Mitigation Measure A.1 on p. 13, if implemented, would reduce this impact to a less-than-significant level. Otherwise, it would remain an unavoidable significant impact. Otherwise, it would remain an unavoidable significant impact.

Transit

The proposed project would generate approximately 2,008 weekday PM peak-hour transit trips (240 inbound and 1,769 outbound). While there is available capacity on MUNI to accommodate the additional transit trips, two corridors would operate over capacity, resulting in a significant impact on MUNI operations.

Pedestrians

The proposed project would generate a total of 2,565 net new weekday PM peak hour pedestrian trips (2,008 transit, 557 pedestrian). Approximately 87 percent of these pedestrian trips would be generated from the Market Street Office. Pedestrian trips generated from the Tenth Street Housing and Mission Street Affordable Housing would be relatively low and would be spread over Mission, Tenth, and Market Streets. Due to the high concentration of transit services in the study area, the transit-related pedestrian trips would likely occur within a block or two of the project site. It is anticipated that additional pedestrian traffic generated by the proposed project would not cause significant circulation impacts along sidewalks and crosswalks in the area.

Bicycles

As a major bicycle route for trips to and from downtown, Market Street experiences moderate bicycle volumes during the day. The proposed project would result in an increase in the eastbound right-turn bicycle traffic volume on Market Street. Field observations for the rest of the study area streets show relatively low bicycle volumes. It is not anticipated that the proposed project would have a significant negative impact on bicycle conditions in the study area. The proposed project would not reconfigure existing streets (except for the vacation of a dead-end stub of Jessie Street), sidewalks, or bike lanes, and would not have a significant impact on bicycle movement or safety. The proposed project would provide facilities to accommodate approximately 140 bicycle parking spaces, of which 108 would be for the office use, 22 for the Tenth Street Housing, and 13 for the Mission Street Affordable Housing.

Future (2020) Cumulative

Under the future (2020) cumulative conditions all the study intersections currently operating at LOS D or better are expected to continue operating at LOS D or better with no significant changes to the delays at any of the intersections. Similar to existing-plus-project conditions, the intersection of Mission Street/South Van Ness Avenue would deteriorate from LOS E to LOS F. The increase in delay would be 27.5 seconds per vehicle at that intersection under cumulative conditions. To ascertain the significance of the proposed project's impacts on

future traffic volumes at this intersection, its contribution was examined versus both the entire intersection and the movements that determine overall 2020 cumulative LOS conditions.

The intersection of Mission Street/South Van Ness Avenue would operate at LOS F with a delay of approximately 100.3 seconds per vehicle. The proposed project would add 35.2 percent of projected growth in volume at this intersection and would be considered as contributing to a significant cumulative impact. Mitigation Measure A.2 on p. 14, if implemented, would reduce this impact to a less-than-significant level. If it is determined that this measure would have a significant impact on MUNI operations, it would not be implemented and the impact would be unavoidable and significant.

Parking and Loading

The residential components of the proposed project would generate a demand for 349 parking spaces. The proposed project would supply 230 residential parking spaces and thus fall short of demand by 119 spaces. The existing parking facilities in the study area operate with some available capacity (76 percent occupied or approximately 396 spaces available during the midday, and 17 percent occupied or 1,459 spaces available during the evening). The unmet residential demand would be expected to be accommodated by these facilities. The office, restaurant, and retail components would generate demand for 783 parking spaces. The proposed project would provide 83 spaces, which would generally be reserved for the City vehicles. There would be a deficit of 700 spaces (627 shortage from the office use, and 54 spaces from the restaurant use, and 19 from the retail use).

An existing parking lot with 155 spaces (including valet parking) at the project site would cease operation. This existing occupancy, with an average of 130 users during the day and about eight users at night, serves adjacent users who lease on a monthly basis and short-term public demand. Once construction has begun on the proposed project, it is reasonable to assume that the existing users of the parking lot would be dispersed to other parking facilities in the area.

A parking shortage is not considered to be a permanent condition and is also not considered to be a physical environmental impact even though it is understood to be an inconvenience to

drivers. Therefore, the increase in parking demand resulting from a proposed project that cannot be met by existing or proposed parking facilities would not itself be considered a significant environmental effect.

Additionally, regarding potential secondary effects, drivers circling and looking for a parking space in areas of limited parking supply is typically a temporary condition, often offset by a reduction in vehicle trips due to others who are aware of constrained parking conditions in a given area. Hence, any secondary environmental impact that may result from a shortfall in parking in the vicinity of the proposed project would likely be minor and difficult to predict.

Based on the *San Francisco Planning Code (Planning Code)*, the proposed project would be required to provide eight new off-street loading spaces. The proposed project would provide five full-sized loading spaces and four service vehicle spaces. Five full-sized loading spaces and two service vehicle spaces would have a common loading area. Loading space for residential use would be provided in the northwest corner of the service court.

Under Section 153(a) of the *Planning Code*, two service vehicle spaces can be substituted for one full-sized loading space, if at least 50 percent of the code requirements for full-sized spaces are met. Thus, the two service vehicle spaces proposed for office and residential uses, respectively, would count as one full-sized loading space for each use. The project would not include one full-sized space for the retail use and thus would not meet *Planning Code* requirements. The project sponsor would seek an exception to loading requirements pursuant to *Planning Code* Section 309. The proposed project would generate about 140 daily truck trips, which equal a demand for approximately eight peak-hour and six average-hour loading spaces. The proposed project would provide the equivalent of seven full-sized off-street loading spaces (five full-sized plus four service vehicles) and thus would not satisfy peak-hour demand on the occasions when there would be more than five full-sized vehicles. Overall, the nine total spaces would meet loading demands of the project.

Construction Effects

Potential construction impacts generated by the proposed project are not considered significant, as they are temporary and short term. Project construction is estimated to begin

upon receipt of final project approvals in 2005, and construction would be completed in approximately 24 months. Although some project elements may be constructed outside this 24-month window, simultaneous construction of all project components represents worst-case construction impacts.

Construction equipment would be stored on site as well as on sidewalk and street space. Materials would be stored off site. A 12-foot-wide portion of the sidewalk on Market, Mission, and Tenth Streets for the length of approximately 950 feet would be required for the entire 24 months of construction. Construction workers would need to find parking in nearby streets, or the project sponsor would make off-street parking arrangements on site or in the area. The most intensive period would be the final four months of construction. The project sponsor indicates that 8 to 12 feet of street space would be required on Mission and Tenth Streets for the construction period. The City typically does not allow more than 8 feet of street space for off-street construction use. If the proposed project were to require 12 feet of street space, then special permission would be necessary, and a pedestrian pathway would need to be provided during the times when sidewalks were closed.

The existing lanes designated for MUNI services on Mission Street during peak hours is about 17 feet wide. Blocking 8 feet of traffic lane space for construction would leave only 9 feet for MUNI buses. The City would need to review and provide a permit for such closure of traffic lane space. No MUNI bus stop locations would need to be relocated during construction.

If the construction of the proposed project occurs simultaneously with other proposed projects in the area, disruptions to traffic and transit operations could potentially occur. The contractor and project sponsor would work with the Department of Public Works, the Department of Parking and Transportation, MUNI, and the project sponsors of neighboring projects to coordinate construction schedules so that impacts may be minimized.

AIR QUALITY (P. 118)

The proposed project would contribute to local and regional air pollutant emissions, primarily from increased vehicle traffic. The proposed project would generate about 4,533 net new daily vehicle trips. These vehicle trips would emit about 57.06 pounds per day of reactive

organic gases (ROG), 50.45 pounds per day of nitrogen oxides (NO_x), and about 30.98 pounds per day of inhalable fine particulates (PM_{10}). None of these emission levels would reach the 80 pounds-per-day threshold established by the Bay Area Air Quality Management District (BAAQMD); therefore, the project would not have significant impacts on regional air quality.

Maximum existing CO concentrations were calculated and evaluated at intersections near the project site where levels of service were LOS D or worse. Localized concentrations of CO would change as a result of cumulative growth in the project vicinity. Under existing-plus-project and future cumulative conditions, the federal and state one-hour and eight-hour standards would not be exceeded. Therefore, sensitive receptors located in close proximity to these intersections would not be exposed to substantial pollutant concentrations, and the impact of cumulative development would not be significant.

WIND (P. 130)

The proposed project generally would not affect overall wind conditions at the project site and in the vicinity. The average wind speed for all 24 sidewalk test points would remain at about 16 miles per hour (mph). Wind speeds in sidewalk pedestrian areas would range from 10 to 25 mph, similar to existing conditions. The project would eliminate one existing exceedence of the pedestrian comfort criterion, along Mission Street east of Tenth Street (location 22), for a new total of 22 exceedances. With the project, as compared to existing conditions, wind speed in pedestrian areas would increase at ten locations, remain unchanged at six locations, and decrease at eight locations. The highest wind speeds (25 mph) would continue adjacent to the Fox Plaza building across Market Street from the project site. Any increases in wind speed would be 5 mph or less. Those changes in pedestrian comfort criterion wind conditions would not be considered a significant adverse effect.

With respect to the wind hazard criterion, the project would eliminate exceedances of the hazard criterion at two locations, while continuing to exceed the hazard criterion at six locations. Total duration of all wind hazard exceedances would be 457 hours per year, compared with 482 hours per year under existing conditions, for reduction of 25 hours per year. The project would have an overall beneficial effect on the number of hours of occurrence of hazardous winds conditions.

While the proposed project plus cumulative development would exceed wind hazard criteria in two new locations, the total duration of wind hazard criterion exceedances would be reduced by 237 hours (97 percent) and, therefore, would not pose a significant impact to wind conditions in the project area.

SHADOWS (P. 142)

The project buildings would not add shade to Civic Center Plaza during the times specified in *Planning Code* Section 295, and would not be considered to have an adverse shadow effect on that open space. The project would not add shade to the Fulton Street Mall or United Nations Plaza at any time of year or day. No public open space would be affected by the proposed project. The net new shading of streets and sidewalks that would result from the project, as well as from known projects under construction, approved, or proposed, would be limited in scope, and would not increase the total amount of shading above levels that are common and generally accepted in urban areas. For these reasons, the proposed project would not result in significant shadow effects.

GROWTH INDUCEMENT (P. 156)

Growth is an inherent impact of the proposed Tenth/Market/Mission Streets Mixed-Use Project. The basic premise of the project is to alter the land use, density, and character of the project area by improving public and private employment, business, and residential opportunities. If successfully implemented, the proposed project would be expected to create population, employment, and housing growth in the project area, which would help revitalize the proposed Mid-Market Redevelopment Project Area and the proposed Market and Octavia Neighborhood Plan Area in San Francisco.

Businesses located within the Mid-Market Redevelopment Project Area represent about 1.7 percent of the jobs in San Francisco. With implementation of the plan, total jobs in the Mid-Market project area are expected to grow to about 2 percent of the citywide employment by the year 2020. This growth represents 5 percent of the anticipated growth for the whole of San Francisco.

With anticipated new housing construction, the Mid-Market project area would increase from about 0.5 percent of the City's housing stock to 1.25 percent. Implementation of the *Redevelopment Plan*—including the proposed development at Tenth/Market/Mission Streets—would not represent a significant growth in employment or housing in the context of the City as a whole.

C. MITIGATION AND IMPROVEMENT MEASURES (P. 159)

In the course of project planning and design, measures have been identified that would reduce or eliminate potentially significant environmental impacts of the project. Mitigation measures identified in this EIR and in the Initial Study would be required by decision makers as conditions of project approval unless they are demonstrated to be infeasible based on substantial evidence in the record. Improvement measures are suggested to reduce adverse environmental effects not otherwise identified as significant environmental impacts. Implementation of some measures may be the responsibility of public agencies. Mitigation measures and improvement measures would be made applicable to the project as part of specific project review.

Each mitigation measure and improvement measure and its status is discussed below. Measures from the Initial Study (see Appendix A, p. A.1) proposed as part of the project are indicated with an asterisk (*) and follow measures of topics discussed in the EIR.

A. TRANSPORTATION

Mitigation Measures

Existing (Year 2003) Plus Project Conditions

A.1 *Traffic Mitigation Measure.* The proposed project would constitute a considerable contribution to existing plus project traffic at the intersection of South Van Ness Avenue and Mission Street, which would result in an operating condition of LOS F. Adjustment of signal splits at the intersection is restricted by the time required for pedestrians to cross the intersection. Keeping the same cycle length and adjusting the signal timing only would not improve the level of service. It was determined using an optimization tool that by increasing the cycle length to 130 seconds and adjusting the signal splits slightly there would be an improvement in the level of service. The modified green time would be 48 seconds for the northbound and southbound

directions, 32 seconds for the eastbound, and 37 seconds for the westbound direction. This adjustment would result in an intersection LOS E (same as the existing condition) with an average delay of 71.6 seconds. This indicates that with the suggested modification, this intersection would operate better than the existing condition.

Any changes to the signal timing along Mission Street could potentially affect the signal progression and MUNI bus operation along the corridor and would require further study. The project sponsor shall coordinate with Department of Parking and Traffic to assess the potential secondary effects, as well as the feasibility of this mitigation measure. If this measure has adverse effects on MUNI operations, it would not be implemented, and the impact would be unavoidable and significant.

Future Cumulative (Year 2020) Conditions

A.2 *Traffic Mitigation Measure.* Traffic generated by the proposed project would constitute a considerable contribution to cumulative traffic at the intersection of South Van Ness Avenue and Mission Street, which would result in a future operating condition of LOS F. Mitigation Measure A.1 would also improve the level of service for future cumulative conditions. This mitigation would result in the intersection operating at LOS E with a delay slightly higher than existing condition (78.9 seconds per vehicle).

Any changes to the signal timing along Mission Street could potentially affect the signal progression and MUNI bus operation along the corridor and would require further study. The Department of Parking and Traffic shall coordinate with MUNI to assess the potential secondary effects, as well as the feasibility of this mitigation measure. If it is determined that this measure would have a significant impact on MUNI operations, it would not be implemented, and the impact would be unavoidable and significant.

Improvement Measures

Existing (Year 2003) Plus Project Conditions

A.3 *Parking Improvement Measure.* Although the project would meet or exceed applicable *Planning Code* requirements for provision of parking spaces, the proposed project would not meet its estimated residential parking demand of 349 spaces, based on calculations using the parking demand rates in the *SF Guidelines*. The proposed project would supply up to 230 parking spaces for the residential units and would thus result in an unmet residential demand of approximately 119 spaces. The proposed project also would not meet the parking demand for office spaces. The supplied spaces for office are 83 while the demand is for 710 spaces. This would result in a total unmet demand of 627 spaces. While this would not be considered a significant effect, to the extent possible, the project sponsor could potentially reduce parking demand by implementing Transportation Demand Management strategies, including City CarShare (a vehicle-sharing program in San Francisco, the East Bay, and the Peninsula), Commuter Checks (vouchers that are redeemed for mass transit fares), and RIDES (a ride sharing program). The project sponsor could also make transit information

available to city employees and residents at the Tenth/Market/Mission Streets project site.

A.4 *Construction Improvement Measure.* Although construction impacts would be temporary and short term, the following improvement measures would lessen their impacts.

Any construction traffic occurring between 7:00 and 9:00 a.m. or between 3:30 and 6:00 p.m. would coincide with peak-hour traffic and could impede traffic flow. The impact of lane closures and construction traffic would decrease the capacity of streets and slow the movement of traffic (including MUNI buses). Traffic volumes in the AM peak period on one-way, southbound Tenth Street, an off-peak direction, would be expected to accommodate construction vehicles without substantial delay of other traffic. To the extent possible for future projects in the study area, truck movements should be limited to the hours before 3:30 p.m. to minimize disruption of the general traffic flow on adjacent streets during the PM peak period.

Prior to any lane closure and encroachment on traffic lanes, proper permits would need to be obtained from the City. The project sponsor and construction contractor(s) would meet with the Traffic Engineering Division of the Department of Parking and Traffic, the Fire Department, and the Planning Department to determine feasible traffic improvement measures to reduce traffic congestion and pedestrian circulation impacts during construction of the project. In addition, to ensure that construction activities do not impact MUNI bus stops or routes in the area, the project sponsor should coordinate with MUNI's Chief Inspector prior to construction.

B. WIND

Improvement Measure

B.1 Interior plazas, walkways, and terraces could be landscaped to reduce wind and improve usability. Porous materials or structures (vegetation, hedges, screens, latticework, and perforated or expanded metal structures) could be used to offer superior wind shelter compared to a solid surface. Wind-sheltering elements could have sufficient height to shelter the area in question. (Wind shadows behind porous wind screens or shelter belts generally provide shelter a distance downwind equivalent to three to five times the height of the wind screen.) Outdoor furniture and any landscape structures could be firmly attached to the ground or buildings to resist being blown over.

C. NOISE

Mitigation Measure

Contractors shall be required to use construction equipment with state-of-the-art noise shielding and muffling devices.

*C.1 The project sponsor shall require that its geotechnical engineering contractor conduct a pre-construction assessment of existing subsurface conditions and the structural integrity of nearby buildings subject to pile driving impacts prior to receiving a building permit. If recommended by the geotechnical engineer, for structures or facilities within 50 feet of pile driving, the project sponsor shall require ground-borne vibration monitoring of nearby structures. The project sponsor shall also require its construction contractor to use feasible noise-reducing pile driving techniques if nearby structures are subject to pile driving noise and vibration. These techniques may include pre-drilling pile holes (depending on soil type) to the maximum feasible depth, installing intake and exhaust mufflers on pile driving equipment, vibrating piles into place when feasible, and installing shrouds around the pile driving hammer where feasible.

At least 48 hours prior to pile driving activities, the project sponsor shall notify building owners and occupants within 200 feet of the project site of the dates, hours, and expected duration of such activities.

D. AIR QUALITY

Mitigation Measure

*D.1 The project sponsor shall require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions.

Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor would require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants by such means as prohibiting idling motors when equipment is not in use or when trucks are waiting in queues, and implementing specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

E. WATER QUALITY

Mitigation Measure

*E.1 a. If dewatering were necessary, the project sponsor shall follow the recommendations of the geotechnical engineer or environmental remediation consultant, in consultation with the Bureau of Environmental Regulation and

Management of the Department of Public Works, regarding treatment, if any, of pumped groundwater prior to discharge to the combined sewer system.

b. If dewatering were necessary, groundwater pumped from the site shall be retained in a holding tank to allow suspended particles to settle, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the Department of Public Works to reduce the amount of sediment entering the combined sewer system.

c. The project sponsor shall require the general contractor to install and maintain sediment traps in local stormwater intakes during construction to reduce the amount of sediment entering the combined sewer system, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the Department of Public Works.

F. HAZARDOUS MATERIALS

Mitigation Measure

*F.1 In addition to local, state, and federal requirements for handling hazardous materials, underground storage tanks, and soil and groundwater containing chemical contaminants, the project sponsor shall enter into a remedial action agreement with the Department of Public Health pursuant to Health and Safety Code Section 101480 et seq. At a minimum, the project sponsor shall undertake the following work and any additional requirements imposed by the Department of Public Health under the agreement.

a. A Phase II investigation has been performed to evaluate soil and groundwater quality at the site as a result of former operations at the site and in the site vicinity. Soil and groundwater were evaluated for the presence of petroleum hydrocarbons, metals, volatile organic compounds, semi-volatile organic compounds and polynuclear aromatic hydrocarbons.

b. A site mitigation plan shall be developed to address any contaminated soil and/or groundwater, underground storage tanks, or other hazardous materials identified during the Phase II investigation or subsequent demolition activities.

If deemed necessary, all impacted materials shall be mitigated prior to construction. Soils with elevated petroleum hydrocarbon or lead concentrations may require excavation and off-site disposal. Soil levels in excess of applicable federal, state, or local limits for petroleum hydrocarbon or lead concentrations shall be disposed of off site in accordance with California hazardous waste disposal regulations (CCR Title 26) or shall be managed in place with approval of the California Department of Toxic Substances Control or the Regional Water Quality Control Board.

If the site mitigation results in earth-moving activities that require the preparation of a site safety and health plan because contaminated soils and/or groundwater may be encountered, in addition to measures that protect on-site

workers, the plan shall include measures to minimize public exposure to contaminated soils. Such measures would include dust control, appropriate site security, restriction of public access, and posting of warning signs. Such measures would apply from the time of surface disruption through the completion of earthwork construction.

c. Prior to any demolition or excavation at the project site, the project sponsor shall conduct surveys to identify any potentially hazardous materials (e.g., asbestos, lead-based paint, PCBs, mercury) in existing buildings or building materials. At a minimum, these surveys shall identify any hazardous materials that would require removal and disposal prior to demolition. These surveys shall be completed by a state registered inspector or a similarly qualified individual who states that all necessary mitigation measures have been implemented.

d. All reports and plans prepared in accordance with this mitigation measure shall be provided to the San Francisco Department of Public Health (DPH) and any other agencies identified by DPH. When all hazardous materials have been removed from existing buildings and soil and groundwater analysis and other activities have been completed, as appropriate, the project sponsor shall submit to the San Francisco Planning Department and DPH a report stating that the mitigation measure has been implemented. The report shall describe the steps taken to comply with the mitigation measure and include all verifying documentation. The report shall be certified by a Registered Environmental Assessor or a similarly qualified individual who states that all necessary mitigation measures have been implemented.

e. Should elevated levels of contamination remain at the site, a deed notification shall be required for the project site along with a DPH-approved Cap Maintenance Plan. The deed notification is to be recorded on the deed, prior to DPH issuing a "No Further Action" letter for the project site.

G. ARCHEOLOGICAL RESOURCES

Mitigation Measure

*G.1 Based on a reasonable presumption that archaeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archaeology. The archaeological consultant shall implement the archaeological research design and treatment plan (ARD/TP). The consultant shall be available to conduct an archaeological monitoring and/or data recovery program if required pursuant to this measure. The archaeological consultant's work shall be conducted in accordance with this measure and with the requirements of the project ARD/TP (Archeo-Tec, *Draft Archaeological Research Design/Treatment Plan, Tenth/Market/Mission Mixed Use*

Project, June 26, 2003) at the direction of the Environmental Review Officer (ERO). In instances of any inconsistency between the requirements of the project ARD/TP and of this archaeological mitigation measure, the requirement of this latter shall prevail. All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archaeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archaeological resource as defined in CEQA Guidelines Sect. 15064.5 (a)(c).

Archaeological Testing Program. The archaeological consultant shall prepare and submit to the ERO for review and approval a final archaeological testing plan (ATP). The archaeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archaeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archaeological testing program will be to determine to the extent possible the presence or absence of archaeological resources and to identify and to evaluate whether any archaeological resource encountered on the site constitutes a historical resource under CEQA.

At the completion of the archaeological testing program, the archaeological consultant shall submit a written report of the findings to the ERO. If based on the archaeological testing program the archaeological consultant finds that significant archaeological resources may be present, the ERO in consultation with the archaeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archaeological testing, archaeological monitoring, and/or an archaeological data recovery program. If the ERO determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, at its own discretion, the project sponsor may either:

- Redesign the proposed project so as to avoid any adverse effect on the significant archaeological resource; or
- Implement a data recovery program, unless the ERO determines that the archaeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archaeological Monitoring Program. If the ERO in consultation with the archaeological consultant determines that an archaeological monitoring program is to be implemented, the archaeological monitoring program shall minimally include the following provisions:

- The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the archaeological monitoring program reasonably prior to any project-related soils-disturbing activities commencing. The ERO in consultation

with the archaeological consultant shall determine what project activities shall be archaeologically monitored. In most cases, any soils-disturbing activities (e.g., demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles for foundation or shoring, site remediation) shall require archaeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;

- The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), how to identify the evidence of the expected resource(s), and the appropriate protocol in the event of apparent discovery of an archaeological resource;
- The archaeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archaeological consultant and the ERO until the ERO has, in consultation with project archaeological consultant, determined that project construction activities could have no effects on significant archaeological deposits;
- The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual materials as warranted for analysis;
- If an intact archaeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archaeological monitor has cause to believe that the pile driving activity may affect an archaeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archaeological consultant shall immediately notify the ERO of the encountered archaeological deposit. The archaeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archaeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archaeological resources are encountered, the archaeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archaeological Data Recovery Program. The archaeological data recovery program shall be conducted in accord with an archaeological data recovery plan (ADRP). The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archaeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the

proposed project. Destructive data recovery methods shall not be applied to portions of the archaeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archaeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archaeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains and Associated or Unassociated Funerary Objects. The treatment of human remains and of associated or unassociated funerary objects discovered during any soils-disturbing activity shall comply with applicable state and federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC), which shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines. Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archaeological Resources Report. The archaeological consultant shall submit a draft final archaeological resources report (FARR) to the ERO that evaluates the historical significance of any discovered archaeological resource and describes the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archaeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: The California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

D. ALTERNATIVES (P. 171)

A. ALTERNATIVE A: NO PROJECT

Description

The No Project Alternative would entail no physical land use changes at the project site. The seven existing vacant buildings would not be demolished, and no new residential, retail, or office space would be developed. This alternative would not preclude future proposals for redevelopment of the project site, including similar development consistent with the existing planning controls for the site or envisioned in the *Mid-Market Redevelopment Plan*.

Impacts

If the No Project Alternative were implemented, none of the impacts or benefits associated with the proposed project would occur. The existing buildings on the Tenth/Mission/Market site would not be demolished, and the existing parking lot would be retained on site.

The environmental characteristics of this alternative would generally be as described in the environmental setting sections of Section III. Land uses, visual quality and urban design, circulation, parking, wind and shadow effects, and other physical characteristics of the site would not immediately change, except as a result of nearby development.

This alternative would not respond to key goals of the *Downtown Plan,* the proposed *Mid-Market Redevelopment Plan,* and the proposed *Market and Octavia Neighborhood Plan*; these plans focus on the creation of more intense mixed-use districts with increased ratios of

residential development to other types of land uses, and the elimination of physical and economic blight. The No Project Alternative also would not meet the project sponsor's goals to provide low- and moderate-income housing and would not meet the City's goal to own its own office space in the Civic Center area.

B. ALTERNATIVE B: REDUCED PROGRAM

Description

The Reduced Program Alternative is intended to respond to the potential traffic impacts of the proposed project. With this alternative, the project site would be developed in a manner similar to the proposed project (described in Section II, Project Description), with several notable differences:

- The Market Street Office Building would be reduced to 32,350 gsf and to about two stories in height, compared to 513,000 gsf of office space in a 24-story building with the proposed project. Total retail space with this alternative would be 3,000 gsf compared to 6,000 gsf of restaurant space with the proposed project.
- The Mission Street Affordable Housing and the Tenth Street Housing components would be included, as with the proposed project.
- The number of off-street parking spaces provided on site would decrease by approximately 40 spaces compared to the proposed project. A total of 273 spaces would be provided, including about 43 parking spaces for the Market Street Office. The 230 residential parking spaces of the proposed project would remain the same.

Other characteristics of this alternative would be the same as for the proposed project, as described in Section II, Project Description, including the number and mix of residential units; the number of buildings and their architectural design and massing; the types, areas and locations of support facilities (lobbies, management offices, etc.); and the overall phasing of project construction.

Impacts

The Reduced Program Alternative would not meet the goal for city-owned office space in the Civic Center area. This alternative would have characteristics similar to those of the proposed project, and its potential environmental effects—except as noted below—would be the same as described for the project in Section III, Environmental Setting and Impacts, and the Initial

Study, Appendix A. Mitigation and improvement measures described in Section IV would also apply to this alternative. Differences between the proposed project and this alternative, with respect to effects on local transportation, wind, and shadows, are discussed below.

By reducing the amount of municipal office space to 32,350 gsf, the alternative would not meet the City's goal of moving and consolidating a significant portion of leased office space to a building owned by the City. A 32,350-gsf building would also be out of scale from an urban design perspective and would not meet the project sponsor's goal to contribute to the redevelopment of the Mid-Market Redevelopment Project Area by introducing a substantial amount of new housing, office, and retail on this portion of Market Street.

Traffic

With the Reduced Program Alternative, an office building of 32,350 gsf or smaller would maintain the Mission Street and South Van Ness Avenue intersection at the current LOS E, compared to LOS F with existing-plus-proposed project conditions. The intersection would operate at LOS F with a delay 99.3 seconds under the future cumulative conditions. The project would add 221 vehicles (including both inbound and outbound trips), which is approximately 29 percent of the trip generation for the office use (715 outbound and 40 inbound).

Approximately 15 vehicles could be added at the intersection and still maintain the existing LOS E under future cumulative conditions. Fifteen vehicles at the intersection would approximately translate to 52 total peak-hour vehicle trips generated by the office use. The proposed office use of 513,250 gsf would generate 755 peak-hour vehicle trips. It is estimated that office space of 32,350 gsf would generate about 52 trips. Therefore, the Reduced Program Alternative would not have a significant adverse effect on intersection LOS conditions. The proposed project, with the 513,250 gsf of municipal office space, would change the Mission/South Van Ness LOS from E to F, and would be considered to have a substantial contribution to a cumulative LOS F, with increased delay. Section IV, Mitigation Measures, Measure A.1, identifies signal timing changes at the Mission/South Van Ness intersection that maintain LOS E with project and cumulative conditions.

Wind

The two-story Reduced Program Alternative office building would not be of sufficient height to block wind currents encountering the 15- and 21-story residential buildings (based on a review of wind tunnel studies conducted for the proposed project). This alternative could, therefore, result in more adverse wind conditions along Tenth Street, compared to wind conditions with the proposed project, resulting in potentially significant wind effects. The Improvement Measure B.1 in Section IV of this document for the proposed project would reduce the impacts of this alternative.

Shadows

Shadow patterns were not projected for the Reduced Program Alternative; however, deductions about the potential impacts can be made by analyzing the shadow projections for the proposed project. Like the proposed project, the Reduced Program Alternative would not cause any net new shading on the public open space in the project vicinity covered by Planning Code Section 295 (Civic Center Plaza) at any time of year from one hour after sunrise to one hour before sunset. Nor would the project add shade to Fulton Street Mall or the United Nations Plaza, covered under Section 147. The shadows cast on Market Street and north of Market Street, as described in Section III.F, Shadows, would be greatly reduced because the office building component would be 22 stories shorter than the Reduced Program Alternative. The housing components of the alternative, however, would be the same as the proposed project and would therefore similarly result in no significant shadow impacts on Mission and Tenth Streets.

C. ENVIRONMENTALLY SUPERIOR ALTERNATIVE

Both Section III, Environmental Setting and Impacts and the Initial Study, Appendix A, prepared for the proposed project determined that impacts in the following issue areas would be less than significant: population and housing, noise, utilities and public services, biology, geology and topography, water, energy and natural resources, hazards, and cultural resources. Impacts in those issue areas would also be less than significant with implementation of the Reduced Program Alternative, because the alternative would involve a similar area of

disturbance and would result in the same increases in site use by residents. Based on this preliminary analysis, the environmentally superior alternative would be the Reduced Program Alternative from a traffic and shadows perspective.

II. PROJECT DESCRIPTION

The proposed project would involve construction of a mixed-use development with offices, senior affordable housing, other housing, parking, retail, and other residential community-serving uses, including meeting rooms. The development would entail replacement of seven existing vacant office buildings and a surface parking lot on Tenth Street between Market and Mission Streets and subdivision of the site into at least three parcels. The project sponsor, TCM Mid-Market Venture (the Venture), is a partnership between Citizens Housing Corporation (CHC) and the Tenderloin Neighborhood Development Corporation (TNDC), the current property owners, and Myers Development Company (MDC).

The project is intended as a mixed-use project with a senior affordable housing component, a second residential component, and a municipal office building to meet the long-term occupancy and financial objectives of the City. The City's intention is to consolidate city offices currently in leased space in the Civic Center area in a new office building that would be owned by the City. The project may require minor development of office uses for non-municipal purposes.

TNDC and CHC would develop the affordable housing component and MDC would be responsible for developing the office component, which would be owned and occupied by the City. On November 4, 2003, the San Francisco Board of Supervisors, in Resolution Number 730-03, approved a non-binding Term Sheet with TNDC, CHC, and MDC, regarding the joint development of the project. The Term Sheet notes that "[t]he City has been trying to acquire fee ownership of over 1,000,000 square feet of office space in the Civic Center area to protect the City's General Fund from uncertainties and fluctuations in the rental market for office space, and to minimize the costs, inefficiencies and disruptions in service caused by the relocation of City personnel to and from rented space." The office component would significantly advance the City's goals regarding ownership of its own office space.

A. PROJECT OBJECTIVES

The Venture has identified the following project objectives:

1. Provide much-needed low- and moderate-income housing.

   In response to a chronic need for affordable housing in San Francisco, the project would deliver up to 450 units of transit-based, low- and moderate-income housing. To promote the affordability of the units, the housing project is designed to take advantage of economies of scale in development and long-term management. This housing would be developed in two phases:

   Phase 1: One or two buildings to house 150 to 200 affordable senior rental housing units in approximately 12 to 15 stories.

   Phase 2: A second tower to house 200 to 250 rental housing units, which may include a mix of affordable and moderate-income housing.

2. Provide public and community-serving amenities.

   Each component of the project would include public and/or community-serving amenities, such as retail space, accessible open space, meeting space, and childcare/social services space, designed to serve the needs of area residents and workers.

3. Assist the City in meeting its goals with respect to the office building.

   With the historic volatility of office rents in San Francisco and the lack of Class A office space within the Civic Center District, City ownership of an office building would ultimately protect the City's General Fund against the uncertainties and fluctuations in the office rental market. This goal also supports the goal of acquiring fee ownership of over 1,000,000 square feet of office space, as reflected in the Board of Supervisors' Resolution Number 730-030.

4. Offset a portion of the affordable housing costs with proceeds from the office building.

   To the extent feasible, the City's purchase of the office building site would allow any available net proceeds of that transaction to flow through to the affordable housing development, thereby improving its financial feasibility.

5. Create an energy-efficient, environmentally sensitive, sustainable project.

   The office building would comply with such features, methods and commissioning procedures or others as required by the US Green Building Council to achieve the Silver Level LEED certification. The housing would include resource-efficient elements, as appropriate and feasible for the nature and scope of development, for water conservation, indoor air quality, and energy-efficient design. This goal is also in

accordance with the public purpose identified in Resolution Number 730-03 to create an energy-efficient, environmentally sensitive, sustainable project.

6. Contribute to the redevelopment of the proposed Mid-Market Redevelopment Project Area (Mid-Market Project Area), as identified in the *Mid-Market Redevelopment Plan Final EIR (Mid-Market Plan)*.

   By introducing a substantial amount of new housing, office, and ground floor retail to the proposed Mid-Market Project Area, the overall project would generate both daytime and nighttime activity and would serve as a significant catalyst to redevelopment on the western end of the planned Mid-Market Project Area.

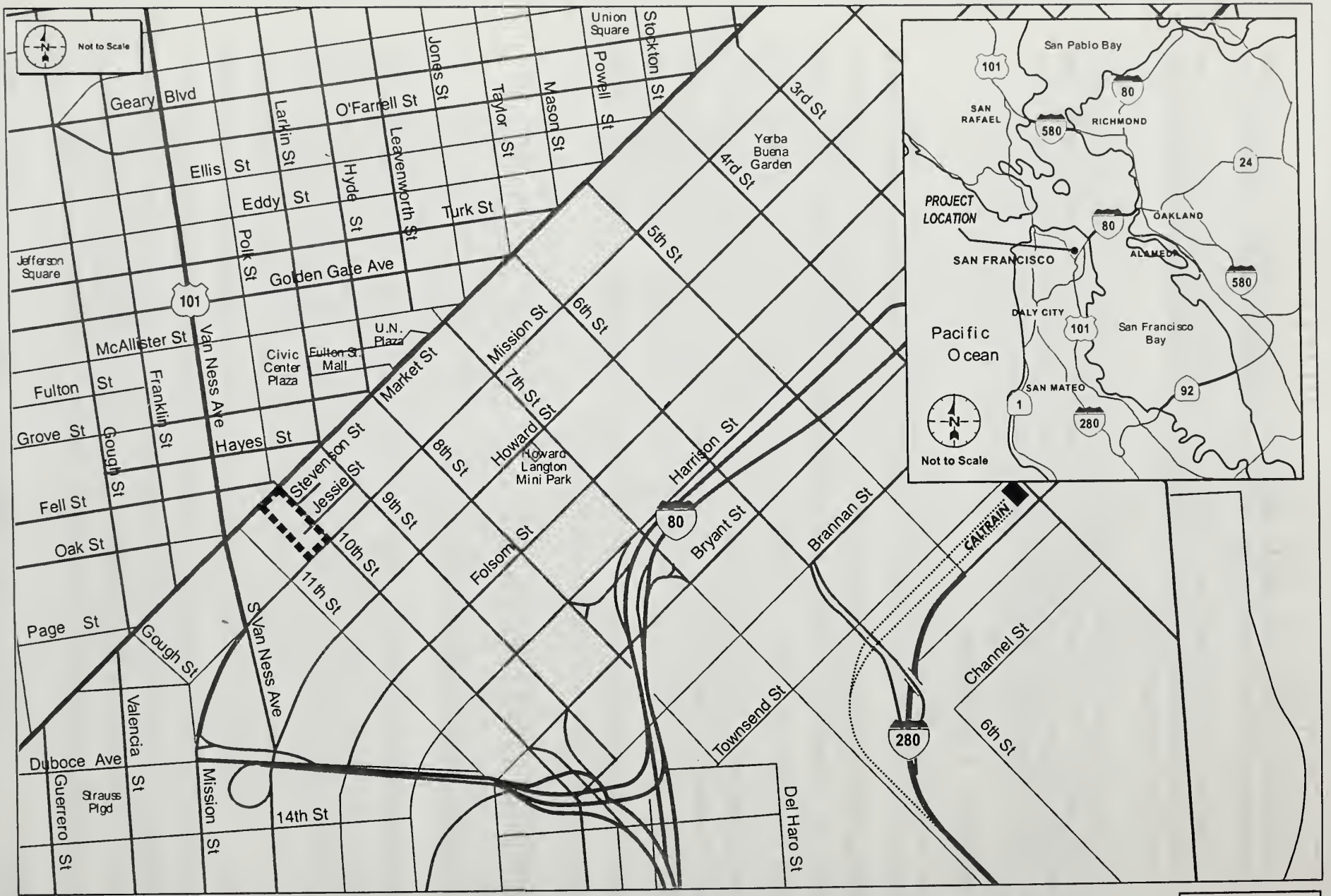
B. PROJECT LOCATION

The project site, 1407–1435 Market Street, 18–70 Tenth Street, and 1400 Mission Street, is Assessor's Block 3507, Lot 39, and is approximately 95,000 square feet (about two acres) on the west side of Tenth Street between Market and Mission Streets, adjacent to the Bank of America Data Center at Market and 11th Streets (see Figure 1, p. 30). The project site includes a dead end portion of Jessie Street. The project site is in the C-3-G (Downtown-General Commercial) Zoning District and in the 150-S, 200-S, and 320-S Height and Bulk Districts. The project site is also within the Mid-Market Project Area, proposed for designation as a redevelopment area by the San Francisco Redevelopment Agency, and in the proposed Market and Octavia Neighborhood Plan Area.

C. PROJECT CHARACTERISTICS

SITE PLAN AND DEVELOPMENT PROGRAM

For purposes of the environmental analysis, the project is addressed as a municipal office building on Market Street (Market Street Office), a market-rate housing building on Tenth Street (Tenth Street Housing), and an affordable senior housing building on Mission Street (Mission Street Affordable Housing). The Mission Affordable Housing is intended to be restricted to be affordable to seniors earning no more than 50 percent of the Area Median Income for the San Francisco Metropolitan Statistical Area, as defined by the US Department of Housing and Urban Development and adjusted for household size. As a project option, the Mission Street Affordable Housing would be composed of two separately funded buildings with different construction schedules, but would include the same amount of floor area, uses,



Sources: Clement Designs; EIP Associates

LEGEND

--- Project Site

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

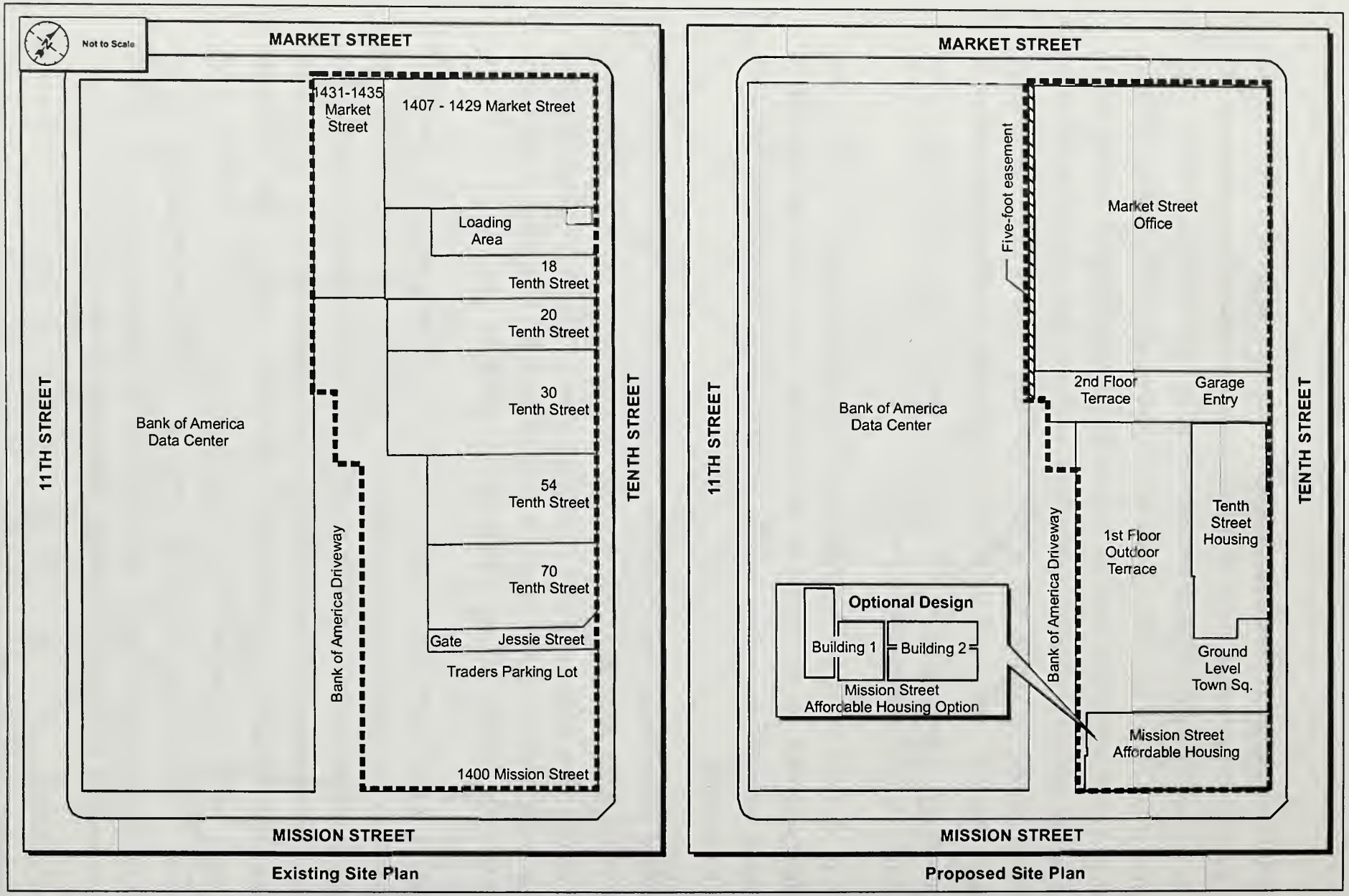
FIGURE 1: PROJECT LOCATION

and residential units as the proposed single building. As shown in Figure 2, p. 32, the overall building footprint of this option would be slightly larger and with different massing on the rooftop to account for a physical separation between the two Mission Street buildings. The affordability of the Tenth Street Housing could vary depending on available funding. Housing could be all market rate project (with the required inclusionary affordable housing units), moderate income (defined as affordable to households earning no more than 120 percent of the Area Median Income, mixed income, or fully affordable for low- to very low-income households. Physically, the project would not vary significantly depending on the income of the occupants, and so for the purpose of environmental analysis, only a single project option for Mission Street Affordable Housing is considered.

Figure 3, p. 33, shows the proposed site subdivision. Physically, the project would not vary significantly depending on the income of the occupants, and so, for the purposes of environmental analysis only, a single building project option for Mission Street Affordable Housing is considered.

The proposed project would require demolition of approximately 166,700 gross square feet (gsf) of vacant office space and removal of 155 currently active surface parking spaces (totaling approximately 24,000 gsf). The vacant office space is within seven existing buildings ranging in height from two to four stories, or from 25 to 45 feet tall. Table 1 summarizes proposed land uses, including the mix of residential unit bedrooms.

The proposed project would result in construction of the following new gross floor area: approximately 513,250 gsf of office (a net increase of 346,550 gsf office space); 133,300 gsf of parking (a net increase of 109,300 gsf of parking space); approximately 316,000 gsf of residential; approximately 12,750 gsf of retail; approximately 31,750 gsf of lobbies, mechanical, and storage uses; approximately 24,000 gsf of residential open space; and approximately 10,000 gsf of public open space uses; for a total of 1,024,119 gsf of development. Approximately 873,750 gsf would be considered developed area for the purposes of calculating the floor area ratio (FAR) for the project site. The C-3-G Zoning District, as described in *Planning Code* Section 210.3, permits a base FAR of 6:1.

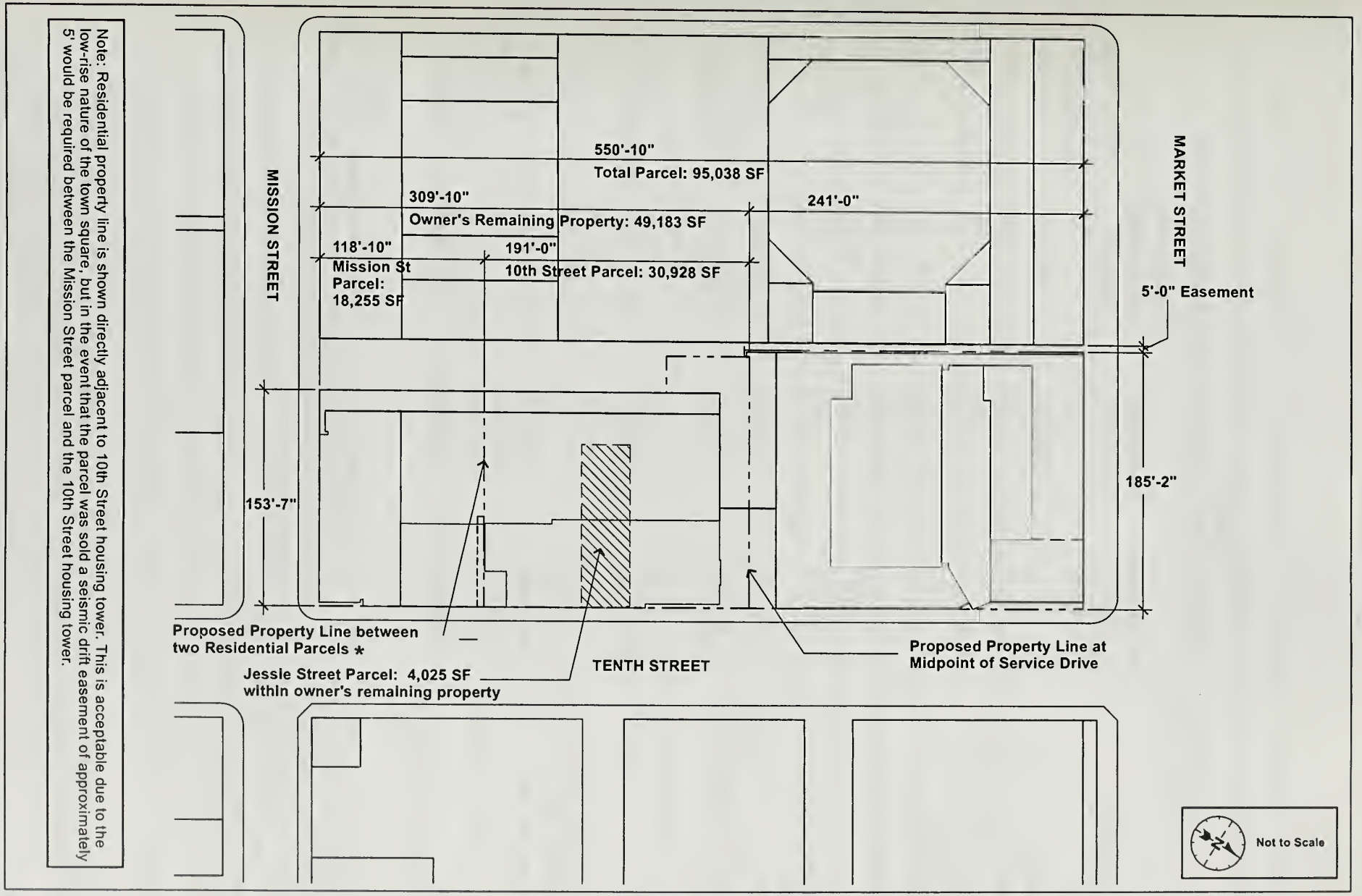


Sources: Skidmore, Owings & Merrill; EIP Associates; ATC Associates

LEGEND	
▪▪▪	Project Site

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 2: EXISTING AND PROPOSED SITE PLANS



Note: Residential property line is shown directly adjacent to 10th Street housing tower. This is acceptable due to the low-rise nature of the town square, but in the event that the parcel was sold a seismic drift easement of approximately 5' would be required between the Mission Street parcel and the 10th Street housing tower.

Source: SOM, 2003

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 3: SITE SUBDIVISION DIAGRAM

TABLE 1
PROPOSED LAND USES AND PROJECT DESCRIPTION

Type of Use	Market Street Office	Tenth Street Housing	Mission Street Affordable Housing[a]	Project Totals
Office (gsf)[b]	513,250	--	--	513,250
Residential (gsf)	--	210,667	105,333	316,000
Studios (units)	--	62	142	204
One bedroom (units)	--	105	58	163
Two bedroom (units)	--	61	--	61
Three bedroom (units)	--	22	--	22
Total Residential (units)	--	up to 250	up to 200	up to 450
Retail (gsf)	6,000	3,250	3,500	12,750
Lobbies, mechanical and storage (gsf)	30,000	875	875	31,750
Subtotal (gsf)[c]	549,250	214,792	109,708	873,750
Height (exclusive of mechanical and penthouse)	320 feet 24 stories	200 feet 21 stories	150 feet (plus mechanical) 15 stories	150–320 feet 14–24 stories
Parking (gsf)	31,550 (83 spaces)	79,644 (220 spaces)	3,620 (10 spaces)	133,300 (313 spaces)
Residential open space (gsf)	--	16,000	8,000	24,000
Public open space (gsf)	10,000	--	--	10,000
Service/Loading (spaces)	4 freight 2 service vehicle	1 freight 2 service vehicle	(shared) --	5 freight 4 service vehicle
TOTAL (gsf)[d]	**609,250**	**274,269**	**140,600**	**1,024,119**

Source: TCM Mid-Market Venture, 2003.
Notes:
gsf = gross square feet

a. As a project option, the 15-story affordable senior housing tower would be composed of two separate buildings, but would include the same amount of floor area, uses, and residential units as the proposed project. The building footprint would be slightly larger to accommodate a minimum 4-foot seismic clearance between the buildings.
b. The office uses include childcare facilities of approximately 5,000 gsf.
c. Subtotal does not include parking or open space areas. The *Planning Code* does not include parking or open space areas for purposes of calculating floor area ratio (FAR).
d. Housing square footage excludes accessory use parking; therefore total residential plus other uses do not add up to the grand total.

Figure 4, p. 36, illustrates a south to north section for the project buildings. Figure 5, p. 37, is an elevation of the Mission Street Affordable Housing, and Figure 6, p. 38, is an elevation of the Market Street Office.

PROJECT USES

Residential

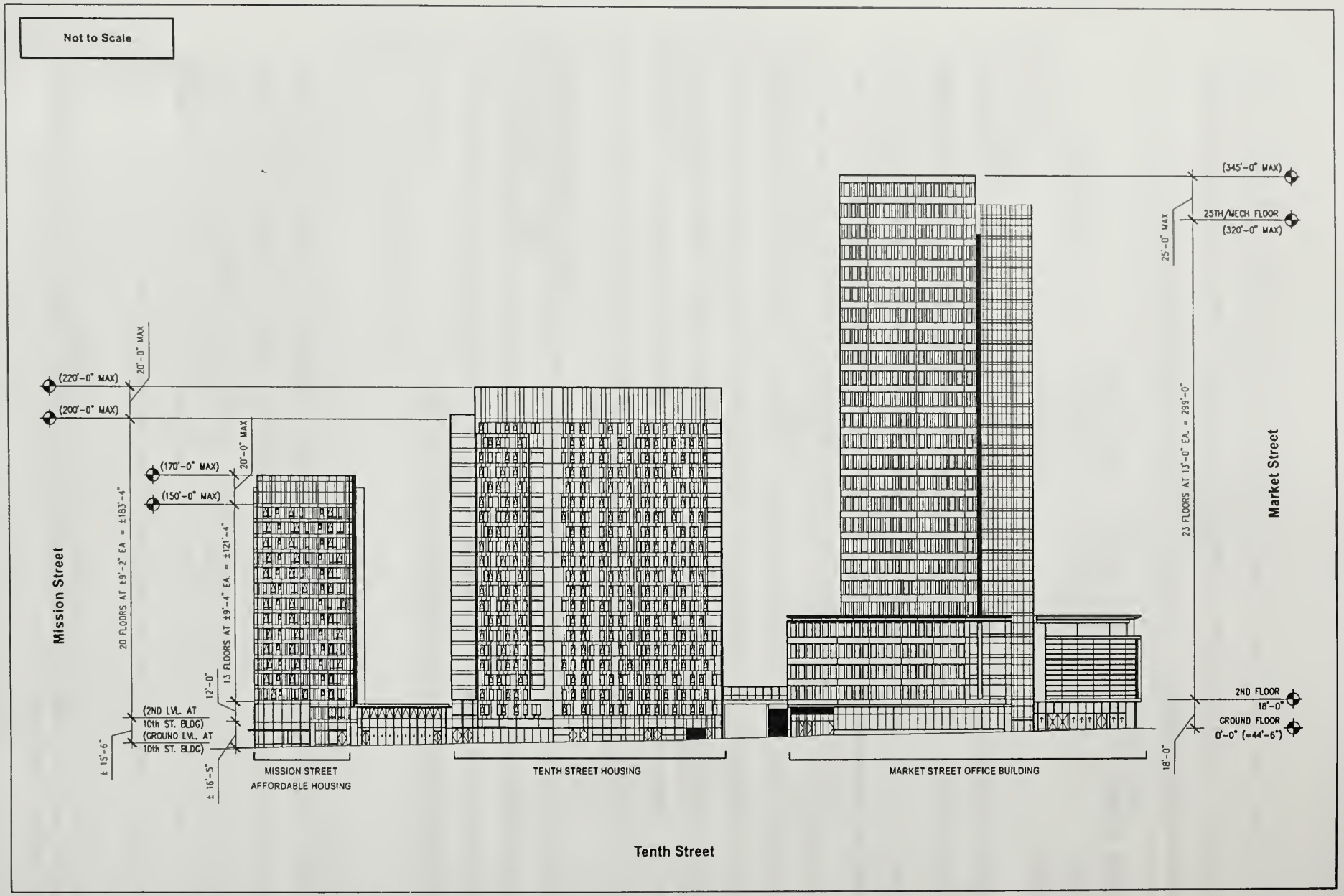
The Mission Street Affordable Housing is proposed on the southernmost portion of the site at the northwest corner of Tenth and Mission Streets and would be 150 feet or 15 stories high. The 21-story, 200-foot-tall Tenth Street Housing is proposed on the west side of Tenth Street. The combined residential floor area of the project would total about 316,000 gsf in a two-tower configuration: 210,667 gsf for the Tenth Street Housing and 105,333 gsf for the Mission Street Affordable Housing.[1] Off-street parking for about 230 vehicles (220 spaces for the Tenth Street Housing and 10 spaces for the Mission Street Affordable Housing) would be provided on the ground floor and on one level partially below grade. Total parking area for the housing components would be about 83,264 gsf, consisting of approximately 79,644 gsf for the Tenth Street Housing and 3,620 gsf for the Mission Street Affordable Housing.

Each housing component of the project would also contain about 875 gsf of residential lobbies on the ground floor. About 24,000 gsf of residential open space would be provided in a central terrace on the second level above the residential parking garage, between and to the west and north of the residential towers (see Figure 7, p. 39).

Office

The Market Street Office is proposed on the northern portion of the site at the southwest corner of the intersection of Tenth and Market Streets (see Figure 2, p. 32). The 24-story, approximately 320-foot-tall office building would include about 513,250 gsf of municipal office uses (including approximately 5,000 gsf of childcare facilities) and one level of below-grade parking for approximately 83 vehicles. The total parking area for the office building

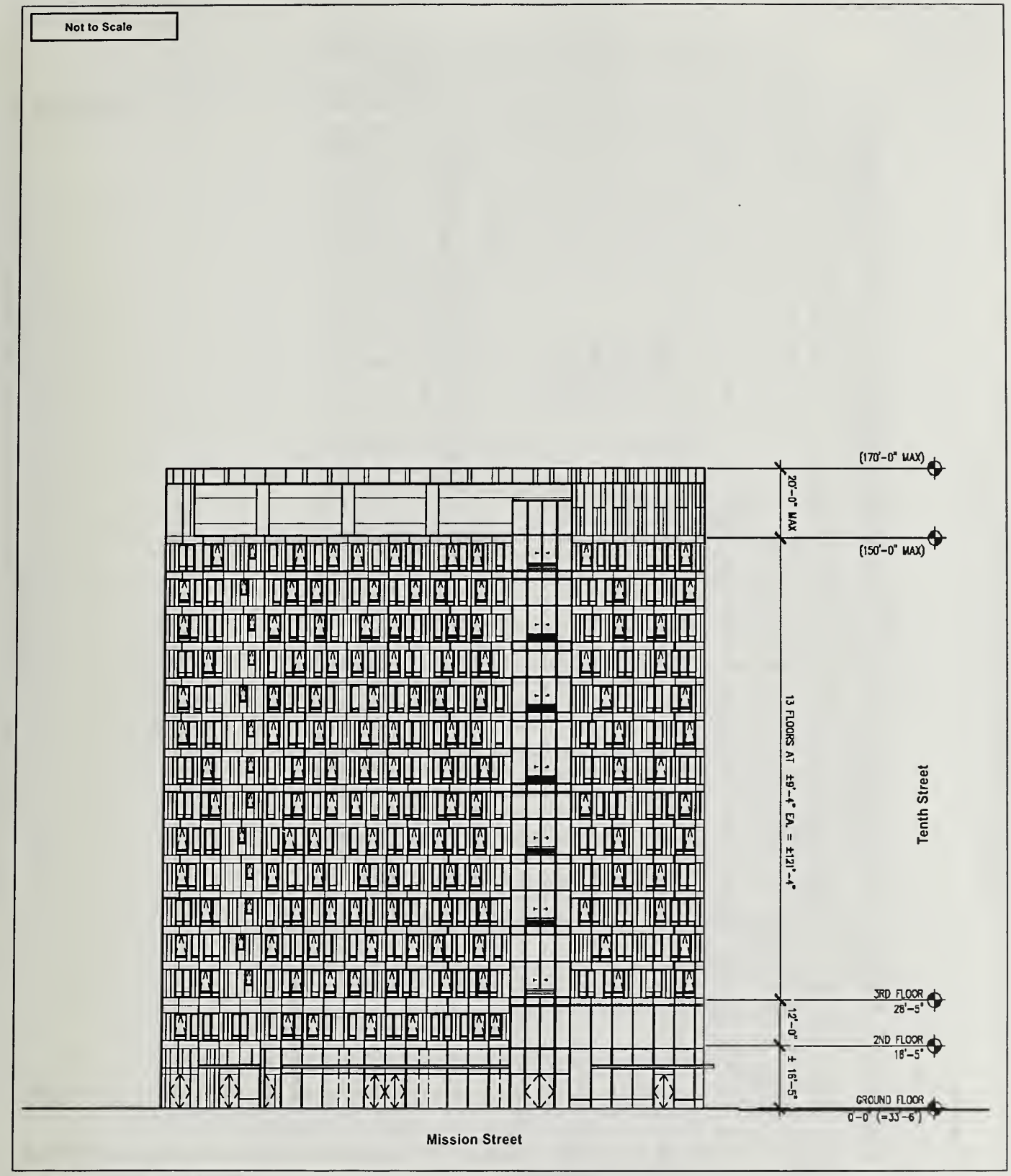
[1] The total base floor plate area for the residential uses would be 140,600 + 274,200 = 414,800 gsf. The gross floor area of the residential floors (excluding the ground floor and basement, which would contain no units) would be 316,000 gsf.



Source: Skidmore, Owings & Merrill

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

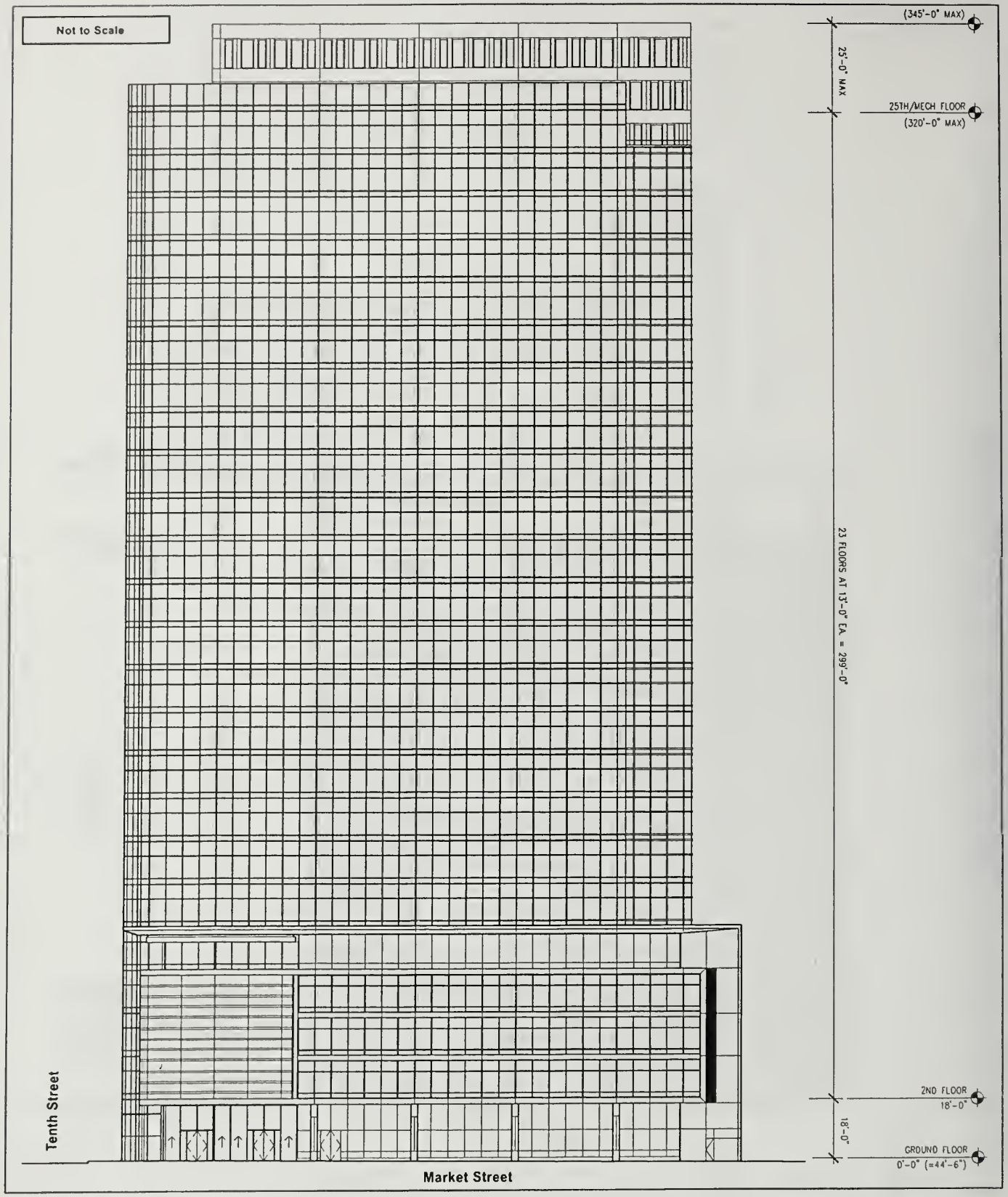
FIGURE 4: TENTH STREET - SOUTH TO NORTH ELEVATION



***Sources*:** Skidmore, Owings & Merrill.

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

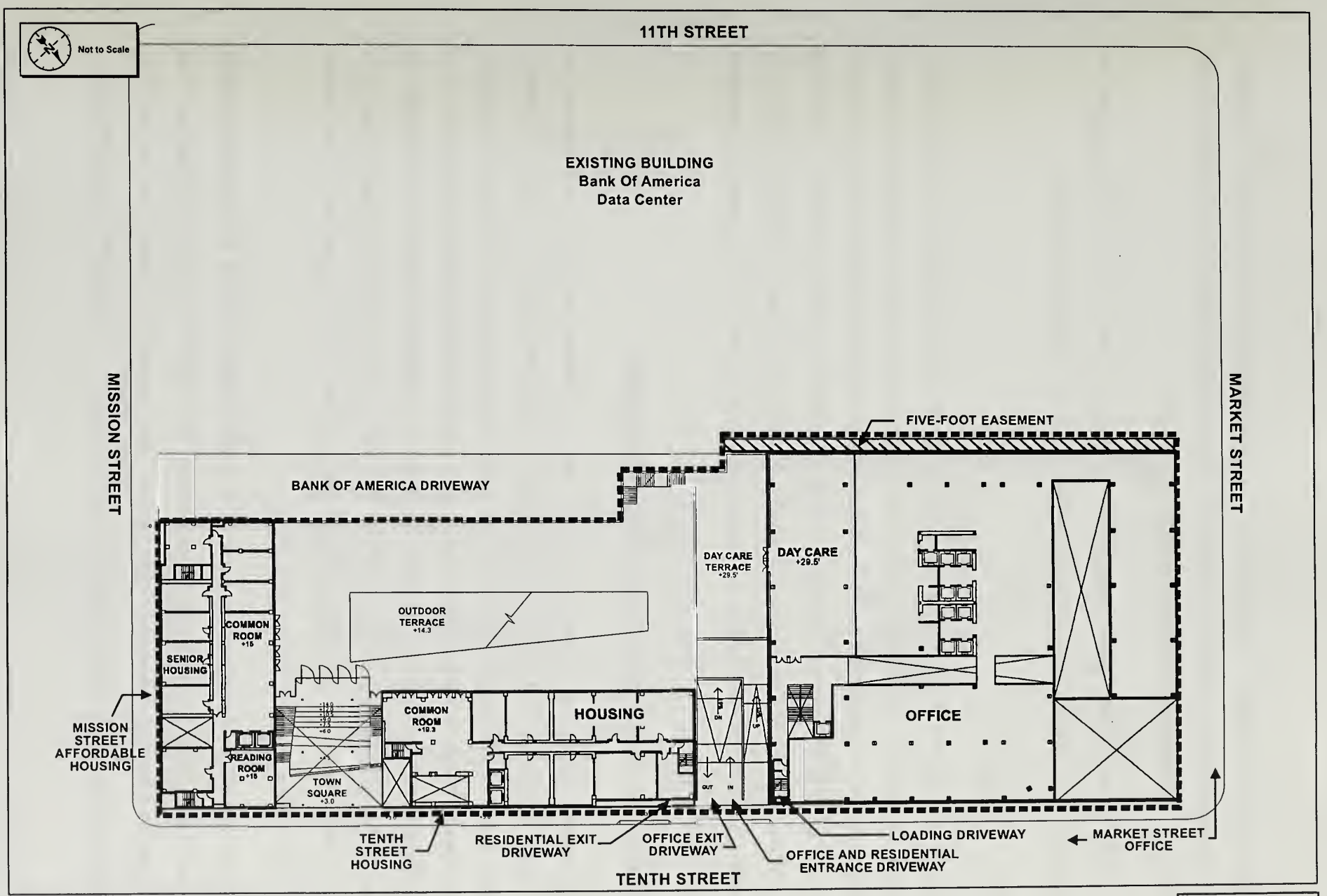
FIGURE 5: MISSION STREET AFFORDABLE HOUSING - SOUTH ELEVATION



Sources: Skidmore, Owings & Merrill.

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 6: MARKET STREET OFFICE - NORTH ELEVATION



***Sources*:** Skidmore, Owings & Merrill; EIP Associates

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 7: LEVEL 2 FLOOR PLAN

would be about 31,550 gsf. The ground floor of the office building would contain a reception lobby; a public plaza; a five-story, 65-foot-tall atrium; loading facilities; and about 6,000 gsf of restaurant use along Market Street (see Figure 2, p. 32).

The Tenth Street/Market Street corner of the Market Street Office building would be surrounded by a 15-foot-high private fence/partial enclosure (see Figure 8, p. 41).

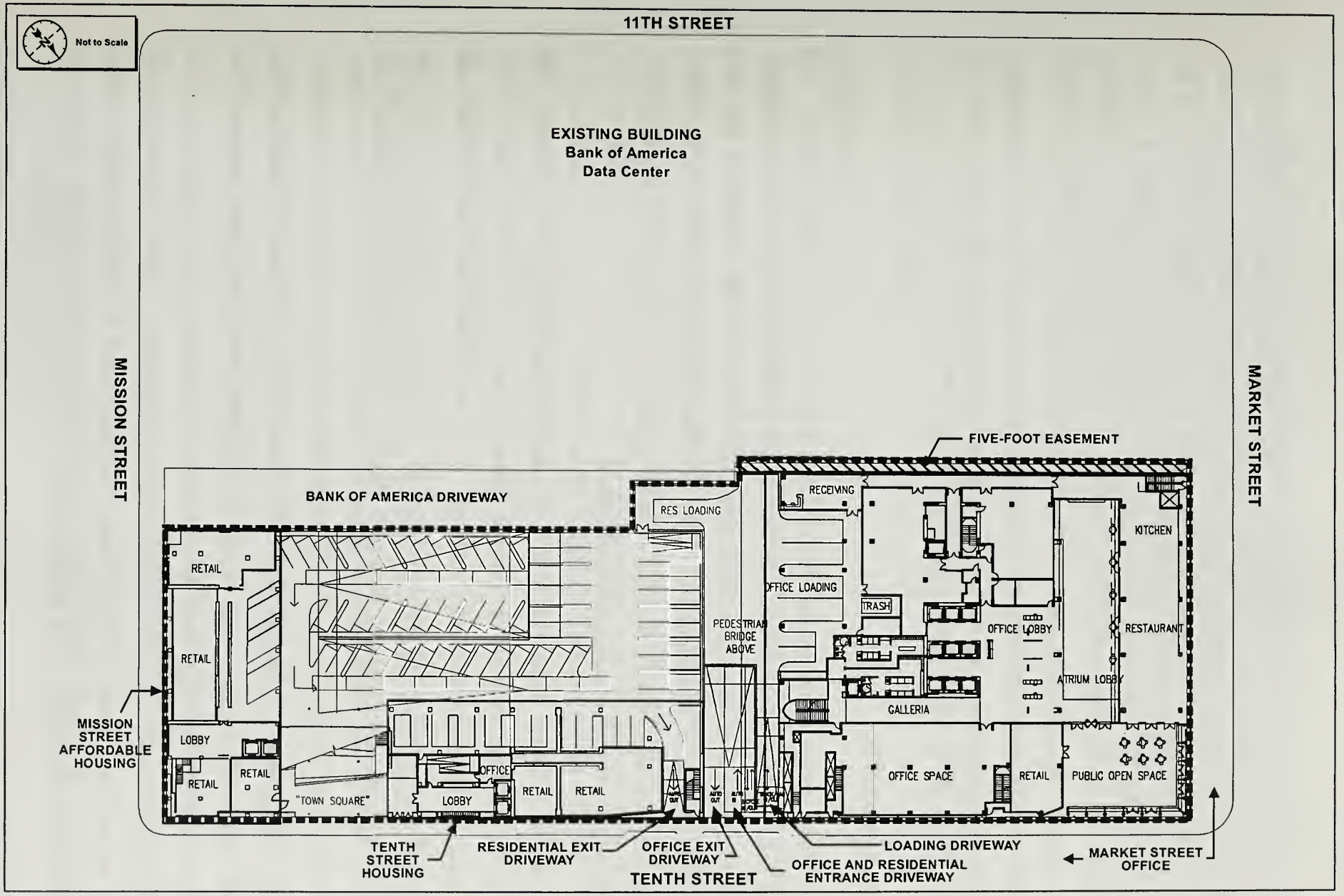
Retail

The 6,000-gsf Market Street Office retail space would be programmed to accommodate a restaurant, including a kitchen and seating area. Based on the types of eating and drinking establishments in the project vicinity, a medium-quality sit-down restaurant (rather than a fast-food or a high-quality sit-down restaurant) would be expected to occupy the space. The Tenth Street Housing and Mission Street Affordable Housing retail uses (3,250 and 3,500 gsf, respectively) would be expected to be leased by neighborhood-serving, pedestrian-oriented businesses (see Figure 8, p. 41).

PROPOSED ACCESS, CIRCULATION, AND PARKING

The proposed project would include 133,300 gsf of off-street parking (a net increase of 109,300 gsf compared to existing on-site parking). This would include 31,550 gsf of parking for office uses, 79,644 gsf of parking for the Tenth Street Housing, and 3,620 gsf of parking for the Mission Street Affordable Housing. Total proposed parking spaces would be 313, or 158 more spaces than existing on site. Parking for proposed Tenth Street Housing and Mission Street Affordable Housing would be provided on the ground floor and on one level partially below grade. Parking for the Market Street Office would be provided on one below-grade level.

Access to a centrally located service drive to a loading area and all of the proposed parking areas would be provided from Tenth Street between the office and housing components. The northernmost driveway accessing the project site would exclusively serve loading. Immediately south of the loading entrance and exit would be the shared driveway entrance for



Sources: Skidmore, Owings & Merrill; EIP Associates

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 8: GROUND-LEVEL FLOOR PLAN

all office and residential parking. Adjacent to the parking entrance would be the office parking exit. The third driveway, located just to the south on the housing portion of the site, would the residential parking exit. Figure 8, p. 41, illustrates proposed circulation and access on the ground-floor level, including a five-foot-wide easement between the existing Bank of America Data Center and the Market Street Office. The Bank of America would retain this easement to provide access to its building for maintenance. In addition, a portion of Jessie Street, a minor street that now has a dead-end segment on the project block, is proposed to be vacated as part of the project development, with the underlying property being sold to the project sponsor in partial exchange for the office building site.

DESIGN ELEMENTS

The conceptual design of the Market Street Office would be of two distinct masses. The northern (Market Street) façade would be a tinted glass curtain-wall with no exposed metal, intended to appear as a clear glass form appropriate in scale to the commercial and civic quality of Market Street (see Figure 6, p. 38). The southern façade would be white precast concrete with individual, deeply recessed windows of glass and aluminum intended to provide shade and depth arranged in a repetitive grid pattern.

The residential buildings would rise from a one-story base of white precast concrete. The façade of the buildings would have a simple faceted pattern of gently angled planes, which would reflect light and create shaded surfaces. Individual painted aluminum windows with lightly tinted glass would be vertical in orientation. The pattern of glazing would vary from floor to floor; creating a texture on the façade similar to the adjacent proposed Market Street Office.

The base of the proposed buildings would include retail frontage on Market, Mission, and part of Tenth Streets; office space would be provided on part of the Tenth Street frontage. The base of the proposed buildings would be built out to the sidewalk on all frontages and would be characterized by large areas of glazing to provide transparency. Other materials proposed for use on the lower levels of the proposed building would be precast concrete, painted aluminum panels, and stone. The project would include public open space at the northeast

corner of the Market Street Office at Market and Tenth Streets, which may have a partial or no enclosure. A "town square," or residents' assembly space on Tenth near Mission, would include detailing of clear and colored glass. The outdoor terrace on the second level would provide public access to pedestrians at the Tenth Street frontage between the Mission Street Affordable Housing and the Tenth Street Housing and would be characteristic of surrounding building materials and landscaping.[2]

Lighting

The proposed project would include nighttime illumination and outdoor lighting typical of new buildings in San Francisco.

Landscaping

Preliminary landscape plans include five new street trees along the Market Street frontage and five new street trees along the northern portion of the Tenth Street frontage. Within the Market Street Office, trees would be provided in the lobby atrium, and additional landscaping would be provided on the second-floor childcare center terrace and on the rooftop terrace. The proposed project may require total or partial removal of nine mature street trees along Market Street that are greater than four inches in diameter; any street trees removed as part of the project would be replaced after construction.

D. PROJECT SCHEDULE

Office project construction is estimated to begin in 2005. Construction would be completed in approximately 24 months. Residential construction would begin in 2005, but the overall schedule is subject to the availability of funding. The project construction cost is estimated at $189 million. As noted above, TNDC and CHC would develop the housing component, and MDC would develop the office component.

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[2] Skidmore, Owings & Merrill, *Project Description, 10th & Market Street, San Francisco, CA*, November 19, 2003. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, Suite 500, San Francisco, California.

E. PROJECT APPROVALS

The project would require approval pursuant to Section 309 of the *Planning Code*, which sets forth a design review process for all projects within the C-3 Districts. Pursuant to that section, the Planning Commission may approve or disapprove various aspects of the project related to height, bulk, parking and loading, open space, landscaping, and other aspects of the project's design.

The office portion of the proposed project would not strictly comply with the following provisions of the *Planning Code*: height of mechanical space above height limit, bulk (primarily upper tower), separation of towers (west property line), and maximum FAR in excess of 9:1. The housing component would not strictly comply with the *Planning Code* with respect to separation of towers (west property line of Mission Street Affordable Housing and south property line of Tenth Street Housing), bulk (plan length), parking in excess of accessory amounts, location of rear yard, characteristics of usable open space (height of adjoining walls), and exposure. In addition, the residential density would exceed the basic level allowed as of right in a C-3-G District.

The housing component also would be in excess of the base FAR of 6:1. The project sponsor would not be required to purchase transferable development rights either pursuant to Section 124(f) or to provisions to be incorporated in a Special Use District (SUD) proposed as part of the project, as provided in *Planning Code* Section 235. Establishment of an SUD would require review and approval of the San Francisco Planning Commission and Board of Supervisors.

These various *Planning Code* exceedances or exceptions would be approved either as part of the new SUD or through some combination of the flexibility provided under *Planning Code* Section 309 (permit review in C-3 Districts), Section 303 (conditional use approval by the Planning Commission), or possibly in some cases through the variance process under Section 305 (approval by the zoning administrator). Approval of the vacation of the segment of Jessie Street on the site would require action by the Department of Public Works and the Board of Supervisors, and the parcel or subdivision map would require approval by the Department of Public Works. In addition, the Board of Supervisors will take action to approve certain

agreements regarding the acquisition of the Market Street Office site and the development of the building, including a Design Build Agreement with MDC, and an agreement of purchase and sale with TNDC and CHC.

As noted above, the project site is within the proposed Mid-Market Redevelopment Project Area, which would generally include the area from Fifth Street to just west of Tenth Street along the Market and Mission Streets corridor. The project site also falls within the eastern edge of the proposed Market and Octavia Neighborhood Plan Area, which would be subject to a comprehensive set of land use controls, urban design guidelines, and other improvements aimed at encouraging new housing development and enhancing urban neighborhoods.

III. ENVIRONMENTAL SETTING AND IMPACTS

An application for environmental evaluation for the project was filed on March 10, 2003. On the basis of an Initial Study published on November 15, 2003, the San Francisco Planning Department determined that an Environmental Impact Report (EIR) was required. The Initial Study determined that the following effects of the project would either be insignificant or would be reduced to a less-than-significant level by mitigation measures included in the project and thus required no further analysis: population and housing, noise, utilities and public services, biology, geology and topography, water, energy and natural resources, hazards, and cultural (historic and archaeological) resources. Therefore, the EIR does not discuss these issues (see Appendix A, Initial Study). The Initial Study also found that land use changes would not cause potential significant environmental effects and would require no further analysis, but noted that the EIR would include a discussion of this topic for informational purposes. The project's potentially significant impacts in the areas of visual quality, transportation, and air quality (except odors) are addressed in this section.

A. LAND USE, PLANS, AND ZONING

EXISTING LAND USE

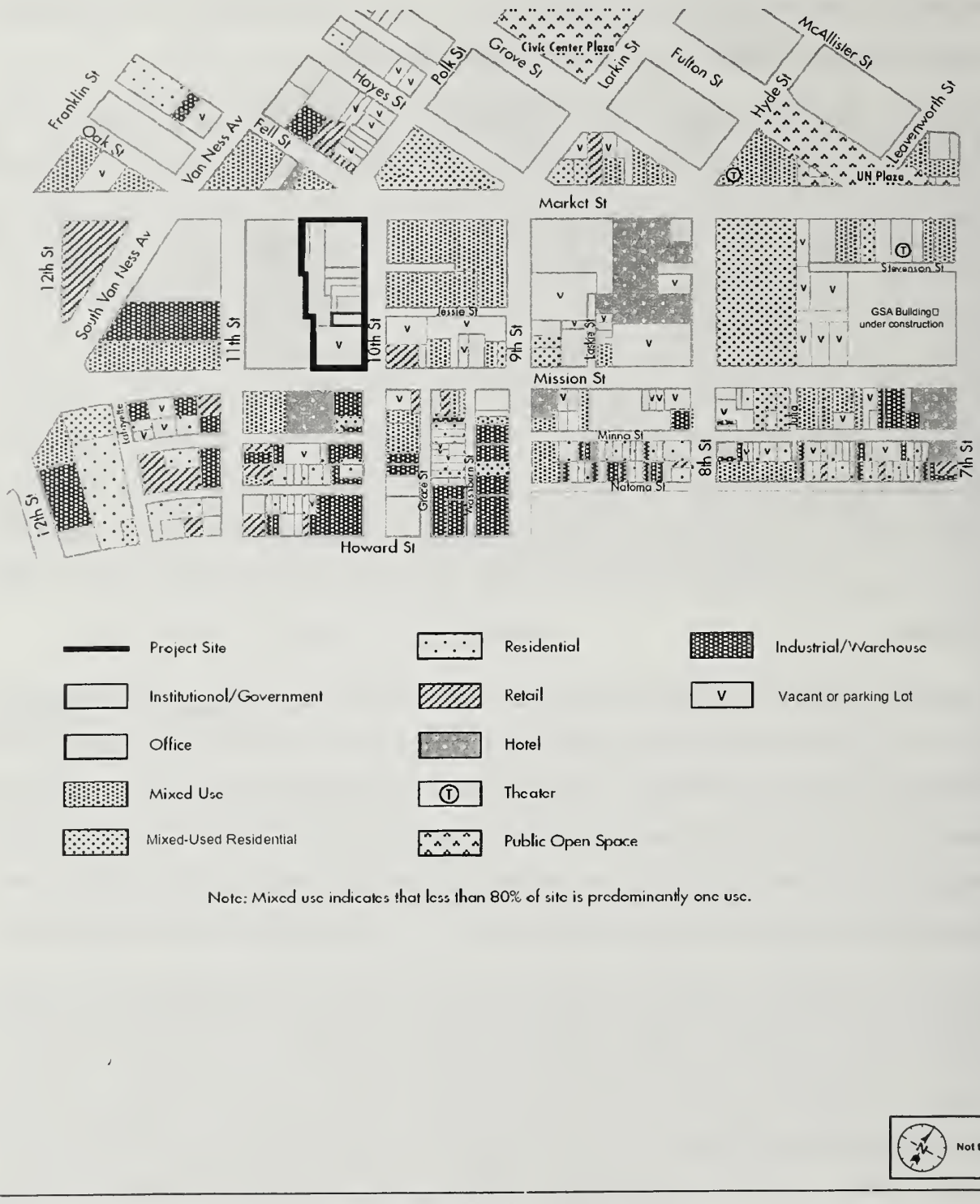
The project site is approximately 95,000 square feet (sf), or about two acres. As shown in Figure 1, p. 30, the site fronts Market Street to the north, Tenth Street to the east, and Mission Street to the south. (While Market Street and Mission Street have a northeast-southwest alignment, by convention, locations are referred to as north or south of Market or parallel streets; or east and west of Tenth Street or parallel streets.) The site is within the proposed Mid-Market Redevelopment Project Area (the Mid-Market Project Area) and within the proposed Market and Octavia Neighborhood Plan Area in downtown San Francisco. Existing uses consist of seven vacant office buildings and a 155-space surface parking lot. Currently, the Mid-Market area is in transition from low- and mid-rise commercial and industrial uses to high-density office and residential development.

Existing land uses in the vicinity include residential, retail, hotel, office, institutional, mixed uses, and parking (see Figure 9, p. 48). Most of the buildings fronting Market and Mission Streets are characterized by low- to high-rise commercial buildings that have ground-floor retail space and are built out to the sidewalk and property lines.

Land uses immediately north and west of the site are characterized by high-rise office buildings. Buildings to the north of the project site on Market Street include the 27-story Fox Plaza building at 1390 Market Street across the street from the project site, which provides residential, office, and retail uses; and the main office of the California State Automobile Association at 100 Van Ness Avenue, about one block northwest of the project site. The Civic Center, which consists of Civic Center Plaza and major municipal, state, and federal offices, is one to two blocks north of Market Street. Around the Civic Center Plaza, bounded by Polk, Grove, Larkin and McAllister Streets, are City Hall, the Bill Graham Civic Auditorium, the Main Library, the Asian Art Museum, the California State Building, and the Civic Center Courts Building. A vacant federal building is located at Fulton and Larkin Street. West of the Civic Center, across Van Ness Avenue, are the San Francisco Opera House and the Veterans Building.

East of the project site on the block bounded by Market, Mission, Ninth, and Tenth Streets are the 11-story San Francisco Merchandise Mart (SF Mart) at 1355 Market Street, and the 10-story building with temporary City offices at 875 Stevenson Street. The block also contains a 162-space surface parking lot that traverses the block along the south side of Jessie Street, a diner at the northeast corner of Mission and Tenth Streets, and one- to three-story buildings fronting Mission Street that provide office and residential uses, and a public clinic.

Uses to the south of the project site along Mission and Tenth Streets include one- to four-story commercial and residential buildings with ground-floor retail uses. Uses directly south of the project block fronting Mission Street between Tenth and 11th Streets include: a one-story service station (Mark Morris Tires) at the northeast corner of Mission and Tenth Streets, 1401 Mission Street; a six-story commercial building at 1449–1452 Mission Street; and a seven-story SOMA Self Storage building at the northwest corner of Mission and 11th Streets, 1475 Mission Street.



Sources: City and County of San Francisco; EIP Associates; Clement Designs

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 9: EXISTING LAND USE IN THE PROJECT VICINITY

To the west of the project site on the project block is the 15-story Bank of America Data Center at 1455 Market Street, with office uses with ground-floor retail. The Van Ness Avenue Muni Metro Station is about one block west of the project site.

Proposed projects in the vicinity include:

- Mercy Housing Project – an 11-story, 115-foot-tall affordable housing project at 1340 and 1390 Mission Street across from the Tenth Street frontage of the proposed project site;
- 55 Ninth Street Project – a 159-foot-tall (plus a 39-foot-tall mechanical penthouse) building, which would be an addition to the State Compensation Insurance Fund office at Ninth Street near Market Street;
- 1177 Market Street Project – a residential, retail, and parking development, ranging up to 28 stories and 240 feet in height, on the east side of Eighth Street between Market and Mission Streets; and
- 1125 Market Street Building – a 230-room hotel, ranging up to 234 feet in height, three blocks east of the proposed project site near Seventh Street.
- 1355 Market Street Project – alteration and additions to the SF Mart building that would replace some existing office/mart space with residential space, and add floors 12 to 16, with new residential space, rising to a total height of 215 feet.[1]

Approved projects in the vicinity include:

- 1160 Mission Street Project – a 23-story, 240-foot tall residential development with parking, located mid-block on Mission Street between Seventh and Eighth Streets;
- 1 Polk Street – a 17-story, 200-foot-tall mixed-use residential development with ground-floor retail; and
- 77 Van Ness Avenue – an 8-story, 100-foot-tall mixed-use development providing residential, office, and retail space, located two blocks west of the project site.

North of the project site, Civic Center Plaza is a major open space for public assembly and recreational uses (under the jurisdiction of the Recreation and Park Department), and United

[1] The SF Mart project would add a setback tower to the existing 11-story, 135-foot-tall building, replace about 177,000 gsf of a total 671,000 gsf of existing office/mart space with residential space, and add about 171,000 gsf with the new tower. The project would provide about 322 dwelling units. The Planning Department received an Environmental Evaluation Application for the 1355 Market Street project on April 12, 2004. As of May 15, 2004, the department had not yet initiated formal environmental review of that proposal. The environmental effects of this project are briefly described in this EIR, where appropriate as part of cumulative development, on the basis of currently available information.

Nations Plaza is a public open space connecting the Civic Center to Market Street (under the jurisdiction of the Department of Public Works) (see Figure 1, p. 30).

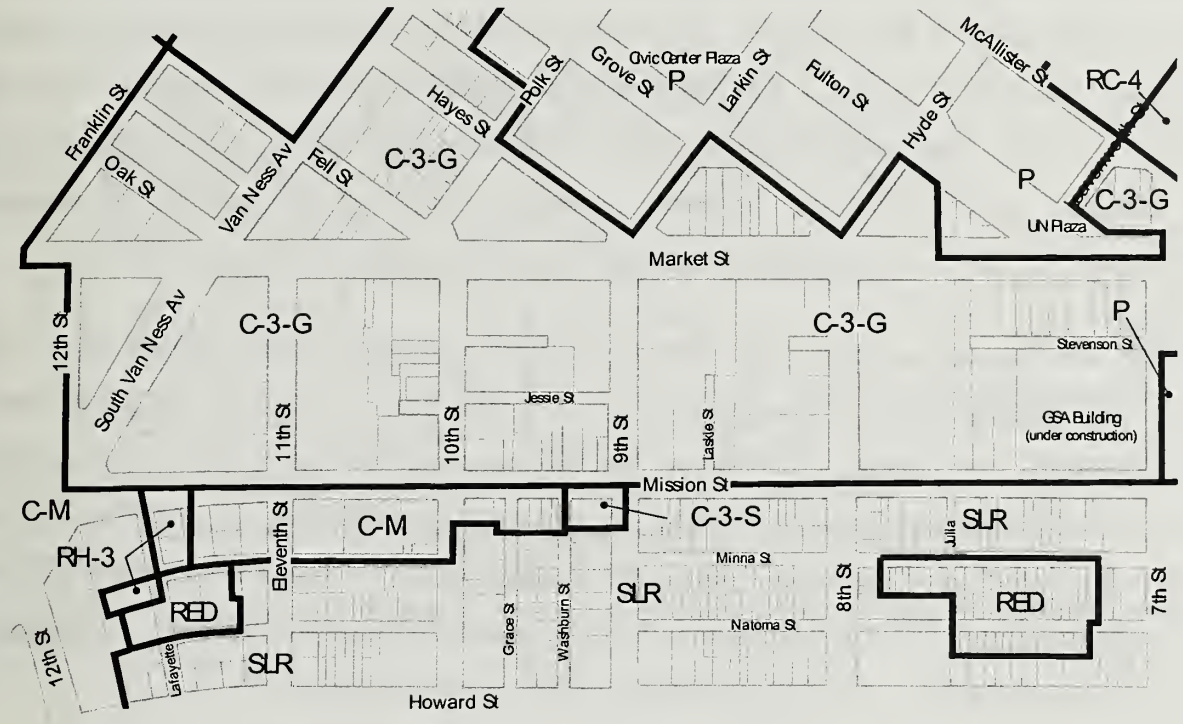
PLANNING CODE ZONING DISTRICTS

The project site is within the C-3-G (Downtown-General Commercial) zoning District (see Figure 10, p. 51). The C-3-G District serves as a citywide and regional center for a variety of uses: retail, offices, hotels, entertainment, institutions, and high-density residential. Section 210.3 of the *San Francisco Planning Code (Planning Code)* describes the district as follows:

> This district covers the western portions of Downtown and is composed of a variety of uses: retail, offices, hotels, entertainment, clubs and institutions, and high-density residential. Many of these uses have a citywide or regional function, although the intensity of development is lower here than in the Downtown core area. As in the case of other downtown districts, no off-street parking is required for individual commercial buildings. Within portions of this district, automobile parking is a major land use, serving this district and the adjacent office and retail core areas. In the vicinity of Market Street, the configuration of this district reflects easy accessibility by rapid transit.

In the C-3-G District, a 6:1 floor area ratio (FAR) is allowed by right, with a maximum allowable FAR of 9:1 through other means, including the use of transferable development rights (TDR) under Section 128 of the *Planning Code*. In the C-3-G District, residential uses require one parking space per four units, while office use does not require any parking. Parking is also permitted as an accessory use, with additional parking, or allowed as a conditional use if approved under *Planning Code* Sections 303 and 157.

Zoning to the north and adjacent to the project site is primarily C-3-G. Other zoning districts include the P (Public) Zoning District to the north associated with the Civic Center area; the C-M (Heavy Commercial) Zoning District to the south of the project block along Mission Street associated with office, retail, mixed-use retail and residential, hotel, light industry, and parking; the C-3-S (Downtown Support) Zoning District to the southeast associated with retail uses; and the SLR (Service/Light Industrial/Residential) Mixed Use District further to the



Project Site

Zoning Boundary

P	Public Use Districts	RED	Residential Enclave Districts
C-M	Heavy Commercial Districts	SLR	Service/Light Industrial/Residential Mixed Use Districts
C-3-G	Downtown General Commercial Districts	RC-4	Residential-Commercial Combined Districts, High Density
C-3-S	Downtown Suppot Districts	RH-3	Residential, House, Three-Family Districts

Not to Scale

Sources: San Francisco Planning Department; San Francisco Redevelopment Agency; Clement Designs

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 10: EXISTING PLANNING CODE ZONING DISTRICTS

south associated with business services, light industry, residential, and wholesaling uses of the South of Market area.

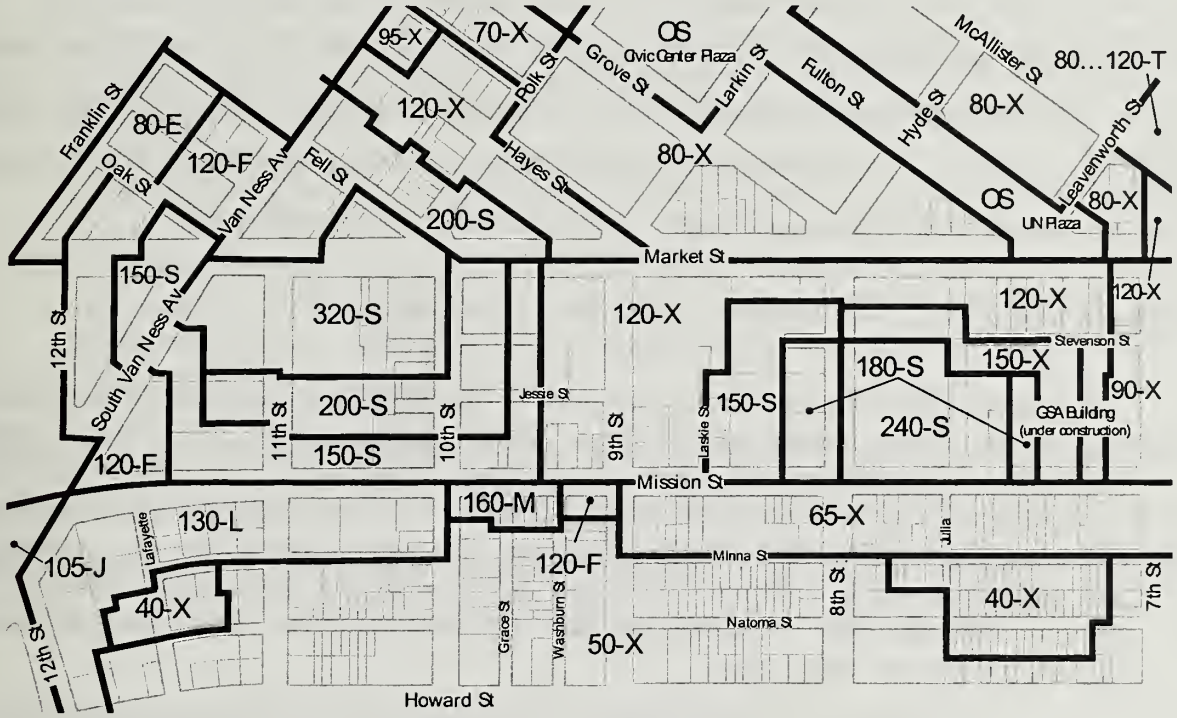
PLANNING CODE HEIGHT AND BULK DISTRICTS

The project site is split between three height and bulk districts. The northern half of the site is in a 320-S Height and Bulk District. The southern half of the site is split between a 200-S Height and Bulk District and a 150-S Height and Bulk District nearer Mission Street (see Figure 11, p. 53). The height limits for buildings in these districts are, correspondingly, 320 feet, 200 feet, and 150 feet, not including permitted exceptions to accommodate parapets, mechanical equipment, and certain architectural features up to an additional 4 to 20 feet.

In S bulk districts, there are no limitations on length or diagonal dimension applicable to the base of the building per *Planning Code* Section 270(d). Bulk controls for the lower tower, which is defined as the portion between the building base and 160 feet, are a maximum length of 160 feet, a maximum diagonal of 190 feet, a maximum average floor size of 17,000 sf, and a maximum floor size of 20,000 sf. Maximum dimensions for the upper tower above 160 feet are a maximum length of 130 feet, a maximum diagonal dimension of 160 feet, a maximum average floor size of 12,000 sf, and a maximum floor size of 17,000 sf.

GENERAL PLAN

The Downtown Plan, an area plan of the *San Francisco General Plan*, is the policy document that guides growth and development in San Francisco's downtown area. Centered on Market Street, the Downtown Plan covers an area roughly bounded by Van Ness Avenue to the west, The Embarcadero to the east, Folsom Street to the south, and the northern edge of the Financial District to the north. The Downtown Plan contains objectives and policies that address the following issues: provision of space for commerce, housing, and open space; preservation of the past; urban form; and movement to, from, and within the downtown area (transportation). The Downtown Plan was intended to manage growth in this area, including maintaining a compact downtown core and directing growth to areas with developable space



Sources: San Francisco Planning Department, San Francisco Redevelopment Agency; Clement Designs

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 11: EXISTING PLANNING CODE HEIGHT AND BULK DISTRICTS

and easy transit access so downtown would "encompass a compact mix of activities, historical values, and distinctive architecture and urban forms that engender a special excitement reflective of a world city."[2]

PROPOSED MID-MARKET REDEVELOPMENT PLAN

The project site is within the proposed Mid-Market Project Area (see Figure 1, p. 30). This area is proposed for designation as a redevelopment area by the San Francisco Redevelopment Agency. The *Mid-Market Redevelopment Plan Final EIR* (*Mid-Market Plan EIR*) was certified in September 2003.[3] The *Mid-Market Plan* and proposed Mid-Market Special Use District (SUD) are currently undergoing public review and have not yet been adopted.

The *Mid-Market Plan,* p. 4, identifies the following objectives:

> The proposed Mid-Market Plan is designed to encourage and assist in the development of a more land-use intensive mixed-use district than currently exists with a special emphasis on increasing the ratio of residential development to other land uses; expanding existing arts, cultural and entertainment activities; aiding existing businesses and attracting new commercial development; and rehabilitating existing commercial and residential space in historic buildings. In addition, the Mid-Market Plan calls for the development and rehabilitation of affordable housing units and affordable community-service office space.
>
> To support the project area's growth in residential population, businesses, and employees, and to serve city-wide and regional needs, the Mid-Market Plan proposes additional facilities to house civic, social and cultural services and activities and public capital improvements with an emphasis on upgrading public streetscapes and transit facilities. The Mid-Market Plan also proposes creating a shared community parking system and removing minimum on-site parking requirements. A limited number of shared, short-term public parking facilities are proposed in strategic locations within the project area.

The Tenth/Market/Mission Streets project site is among a number of sites identified in the *Mid-Market Plan* as potential development opportunity sites (p. 14):

> Development Sites include vacant sites, parking lots, and sites that would be developed after existing buildings were demolished. Development Sites might include sites where

[2] City and County of San Francisco, *San Francisco General Plan,* Downtown Plan, p. II.1.1

[3] San Francisco Redevelopment Agency and City and County of San Francisco, *Mid-Market Redevelopment Plan Final Environmental Impact Report*, 2002.0805E, certified September 18, 2003.

> new construction would primarily occur, accompanied by retention and re-use of structures, or portions of structures, deemed to be of historic or architectural merit. Rehabilitation Sites include buildings that are considered to have architectural merit or are otherwise suitable for rehabilitation and re-use without major new construction on the site. The [Mid-Market] project scenario would thus include both new development and rehabilitation/re-use of older structures.
>
> This scenario, as outlined below for total new development by land use, is based on the current zoning controls in the *Planning Code* and the proposed Mid-Market SUD [Special Use District] and on Mid-Market Plan goals for the future mix of uses. The scenario assumes that Development Sites or Rehabilitation Sites would use the full FAR permitted under those zoning controls (generally 6:1 in most of the Project Area). The scenario also assumes that about 35% of the Development Sites would be developed with FAR bonuses, up to 9:1, achievable under current provisions for Transfer of Development Rights from buildings of architectural merit or other bonuses proposed in the Mid-Market Plan, such as for housing. This full use of base FAR and bonuses can be considered conservative; that is, specific development projects might not achieve the total allowable FAR on a given site, because of height and bulk requirements or other design constraints. Therefore, the impact analysis in the [Mid-Market] EIR may conservatively over-estimate impacts.

The *Mid-Market Plan* scenario is projected to result in about 2,800,000 sf of new housing, or about 3,200 new dwelling units, 925,000 sf of new office space, and 200,000 sf of new retail space. The *Mid-Market Plan* analyzes overall changes in land use in the proposed Mid-Market Project Area, but does not assess detailed plans for specific development sites.

PROPOSED MARKET AND OCTAVIA NEIGHBORHOOD PLAN

The project site also falls within the eastern edge of the proposed Market and Octavia Neighborhood Plan Area, which encompasses the area from about Ninth Street to the east, Noe Street to the west, north along the former Central Freeway alignment to Turk Street, between Laguna and Franklin Streets, and south along Howard and 16th Streets. The plan proposes a comprehensive set of land use controls, urban design guidelines, and other improvements aimed at encouraging new housing developments and enhancing urban neighborhoods.

The proposed project would respond to the following policies contained in the proposed *Market and Octavia Neighborhood Plan*:[4]

- Objective 1.1: A Land Use Plan that Embraces the Market and Octavia Neighborhood's Potential as a Mixed-Use Urban Neighborhood.
  - Policy 1.1.2: Concentrate more intense uses and activities in those areas served by transit and most accessible on foot.
  - Policy 1.1.7: Reinforce continuous retail activities on Market, Church, and Hayes Streets, as well as on Van Ness Avenue.
- Objective 1.2: An Urban Form that Reinforces the Plan Area's Unique Place in the City's Larger Urban Form and Strengthens Its Physical Fabric and Character.
  - Policy 1.2.2: Maximize housing opportunities and encourage high-quality commercial spaces on the ground floor.
  - Policy 1.2.7: Encourage new mixed-use infill on Market Street of a scale and stature appropriate for the varying conditions along its length.

The use and height policies of the proposed *Market and Octavia Neighborhood Plan* would increase the potential for residential development along major streets such as Market and Mission Streets.

RELATIONSHIP TO ZONING AND LAND USE DISTRICTS

The proposed project would develop three buildings with office, residential, ground-floor retail and restaurant, community-serving uses such as meeting rooms, and parking, and would replace seven vacant office buildings and surface parking. The project option would result in the same uses, except that the Mission Street Affordable Housing would, for funding reasons, be constructed in two buildings, which would not affect the land uses at the project site. Market Street Office would provide approximately 513,250 gross square feet (gsf) of municipal office use (including approximately 5,000 gsf of childcare facilities), and approximately 6,000 gsf of restaurant use. The residential buildings would provide up to 450 residential units, or approximately 316,000 gsf of residential use, 6,750 gsf of retail uses for neighborhood-serving, pedestrian-oriented businesses, and about 230 parking spaces. The residential use would be new to the site.

[4] San Francisco Planning Department, *Market and Octavia Neighborhood Plan Draft for Public Review*, December 2002. This plan is part of the Better Neighborhoods Program.

The buildings would range from 15 to 24 stories, or 150 to 320 feet in height. The total floor area would be approximately 1,024,119 gsf, including about 513,250 gsf of office, 316,000 gsf of residential, 12,750 gsf of ground-floor retail, 133,300 gsf parking (approximately 313 spaces), and 24,000 gsf of open space.[5] The ground-floor retail space at the Market Street Office would be intended for food services and retail uses of an area wide nature; the retail space within the residential buildings would be intended as neighborhood- and resident-serving. Overall, land use at the site would change from medium-density office and surface parking to high-density office and residential with ground-floor retail and garage parking. The proposed office, residential, retail, open space, and parking uses would be permitted under the C-3-G zoning of the project site.

Although both the office and housing portions of the project would exceed the base FAR of 6:1, neither would require TDRs. TDRs are based on a transfer of unused FAR from a site in the same zoning district containing a Significant or Contributory building under Article 11 of the *Planning Code*.[6] *Planning Code* Section 124(f) permits an exception from TDR requirements for affordable housing, and the FAR/TDR requirement would not apply to a City project. In any event, the proposed Tenth and Market SUD is intended to confirm that neither component would require use of TDRs. The actual FAR of the proposed project would be determined based on a review of the proposed floor plans and could be subject to future Planning Commission determinations. Preliminary calculations indicate that the project would exceed the permitted base 6:1 FAR. The project application would include a zoning change to establish an SUD that may provide, among other items, for exceeding the FAR for Market Street Office, and for exceeding the maximum residential density for the Tenth Street Housing and Mission Street Affordable Housing.

The office portion of the proposed project would not strictly comply with the following provisions of the *Planning Code*: height of mechanical space above height limit; bulk (primarily upper tower); separation of towers (west property line); and maximum FAR in excess of 9:1. The housing component would not strictly comply with the *Planning Code* with

[5] Housing totals exclude accessory use parking, and therefore residential plus other uses do not add up to the total.

[6] A Significant or Contributory building under Article 11 of the *San Francisco Planning Code* is a building of historic and/or architectural merit.

respect to separation of towers (west property line of Mission Street Affordable Housing and south property line of Tenth Street Housing); bulk (plan length); parking in excess of accessory amounts; location of rear yard; characteristics of usable open space (height of adjoining walls); and exposure (Section 140). In addition, the residential density would exceed the basic level allowed in the C-3-G Use District. The housing component would also be in excess of the base FAR of 6:1. The project sponsor would not be required to purchase TDRs either pursuant to Section 124(f) or to provisions to be incorporated in the proposed Tenth and Market SUD.

These various *Planning Code* exceedances or exceptions would be approved either as part of the proposed Tenth and Market SUD or through some combination of the flexibility provided under *Planning Code* Section 309 (Permit Review in C-3 Districts), or Section 303 (Conditional Use approved by the Planning Commission), or possibly in some cases through the variance process under Section 305 (approval by Zoning Administrator). Approval of the vacation of the segment of Jessie Street on the site would require action by the Department of Public Works and the Board of Supervisors, and the parcel or subdivision map would require approval by the Department of Public Works.

Through the review under *Planning Code* Section 309, the proposed project would also be expected to respond to the objectives and policies of the Downtown Plan, which include a compact mix of activities, easy transit access to the downtown area, and distinctive architectural and urban forms.

The Mid-Market area is currently undergoing transition, and the proposed project and other major developments in the project vicinity are part of a trend to increase the amount of high-density residential and commercial uses, as described above. While the project would increase densities on the project site and in the immediate vicinity compared to existing conditions, the project would be generally compatible with planned or under-construction uses in the area surrounding the project block.

As noted on pp. 14–16 of the *Mid-Market Plan*, development scenarios for implementation of the proposed plan include evaluation of a range of uses in the proposed Mid-Market Project Area, including high-density residential uses and public parking. The land use goals of the

Mid-Market Plan would be primarily implemented through existing *Planning Code* controls in the Mid-Market Project Area and a proposed Mid-Market SUD. The Mid-Market SUD would be expected to provide for more specific regulations with respect to residential and entertainment uses and parking requirements, similar to the more specific regulations adopted in other special use districts, such as the Van Ness SUD, where more intensive residential development is sought. The project sponsor proposes a separate SUD for the project site. The proposed project would respond to the high-density residential land use goals anticipated as part of the *Mid-Market Plan*, currently under public review.

Similarly, the Market and Octavia Neighborhood Plan Area is undergoing transition, and the proposed project is part of a trend to continue mixed uses and concentrate activities along established commercial streets such as Market Street, and to develop new housing opportunities near transit and services. The proposed project is complimentary to the goals of the proposed Market and Octavia Neighborhood Plan Area and would not be expected to conflict with any of its objectives and policies.

As noted in the Initial Study, Appendix A, p. A-19, the proposed project would redevelop the site with new residential uses and provide significantly more commercial density than currently exists on the site, but would not disrupt or divide the physical arrangement of an established community. While residential densities would be greater than those that currently exist on the project site and those of residential uses in the immediate vicinity, high-density residential use is common in San Francisco and is permitted on this site. High-density office uses are also permitted on the site, and are typical of the vicinity. The project would intensify the current activities on the site and would be generally consistent with the planned uses and goals of the C-3-G Use District, the Downtown Plan, the proposed *Mid-Market Plan,* and the proposed *Market and Octavia Neighborhood Plan.*

The decision makers would evaluate the proposed project against existing plans and policies and would consider potential conflicts as part of the decision-making process. Information on existing plans and policies is provided in order to aid decision makers in this process. The Draft EIR addresses the physical environmental effects of the projects and presents potential conflicts with existing plans and policies; however, consideration of existing objectives and

policies is carried out independently from the environmental review process as part of the decision to approve, modify, or disapprove a proposed project.

B. VISUAL QUALITY

SETTING

The project area is urbanized with a mixture of building types, ages, and architectural styles, as well as vacant or underutilized parcels, on- and off-street parking, and major arterial streets. The architectural character in the area varies with early twentieth-century brick and masonry storefronts; modern styles, such as the Art Deco–style San Francisco Merchandise Mart (SF Mart) building at the southeast corner of Tenth and Market Streets; mid-1960s buildings, such as Fox Plaza; and contemporary mid-rise office buildings from the 1970s and 1980s.

PROJECT SITE AND VICINITY

The project site is located on the eastern end of the block bounded by Market Street to the north, Tenth Street to the east, Mission Street to the south, and 11th Street to the west (see Figure 1, p. 30), and is currently occupied by seven vacant office buildings and a 155-space surface parking lot. Buildings at the project site front Market and Tenth Streets, are generally unadorned, and range from a four-story contemporary office building on the corner of Market and Tenth Streets to two- to three-story older buildings with concrete façades fronting Tenth Street. The parking lot contains some street trees along Tenth and Mission Streets and is enclosed by a wire fence. Jessie Street, a minor street, is used as a driveway and runs partially through the project site from Tenth Street (see Figure 2, p. 32). There is no usable open space on the site (see Figure 12, p. 62). The project block includes the 15-story Bank of America Data Center building, which fronts Market Street near 11th Street and is adjacent to the site.

Building heights in the vicinity range from two- to 27-story residential and commercial structures. Smaller-scale two- and three-story commercial and light industrial buildings are located along Mission Street south of the project site. Public open space in the project vicinity consists of Civic Center Plaza and United Nations Plaza, which extends from Hyde Street to Market Street. Both plazas are about two to three blocks north of the project site.

A. View of the west side of Tenth Street near Mission Street facing Northwest

B. View of the south side of Market Street near Tenth Street facing Southwest

Source: ScreamPoint, 2003

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT
FIGURE 12: EXISTING VIEWS OF THE PROJECT SITE

Along Market Street, variations in the streetwall and architectural styles between Tenth and 11th Streets include the four-story contemporary office building at the project site; the 15-story Bank of America Data Center, exhibiting white concrete façade and dark window bands dating from the 1970s, adjacent to the west edge of the site; the 11-story Art Deco–style SF Mart building at Market and Tenth Streets to the east of the site; the 27-story beige, concrete Fox Plaza building across the street from the project site to the north; and two- to five-story tall commercial buildings along the north side of Market Street. Further to the east is the 17-story State Compensation Insurance Fund (SCIF) building on the south side of Market Street at 1275 Market Street near Ninth Street, faced with stone, with setbacks from Ninth Street. Market Street along the project site vicinity has 25- to 31-foot-wide brick sidewalks and street trees. Further to the west of the project block is the contemporary eight-story Bank of America building at 1 South Van Ness Avenue which fronts Market Street between 11th Street and South Van Ness Avenue.

Tenth Street across from the project site contains the western side of the 11-story SF Mart building at Market and Tenth Streets and the 10-story contemporary building housing City temporary offices at Stevenson Street and Tenth Streets. That block also contains a 162-space surface parking lot which traverses the block along the south side of Jessie Street, and a one-story diner at the northeast corner of Mission and Tenth Streets.

Mission Street development near the site is generally lower scale, with structures ranging from two to five stories in height. Mission Street generally contains a mix of older masonry buildings with newer structures, interspersed with parking lots. Structures south of the project block include a one-story Mark Morris Tires service station at the northeast corner of Mission and Tenth Streets at 1401 Mission Street; a six-story early-twentieth-century masonry commercial building at 1449–1452 Mission Street; and a seven-story SOMA Self Storage building at the northwest corner of Mission and 11th Streets at 1475 Mission Street. Further to the west of the project block is a one- to two- story commercial building with a masonry façade which fronts Mission Street between 11th Street and South Van Ness Avenue. The Mission Street corridor has 15-foot-wide sidewalks and fewer street trees than Market Street.

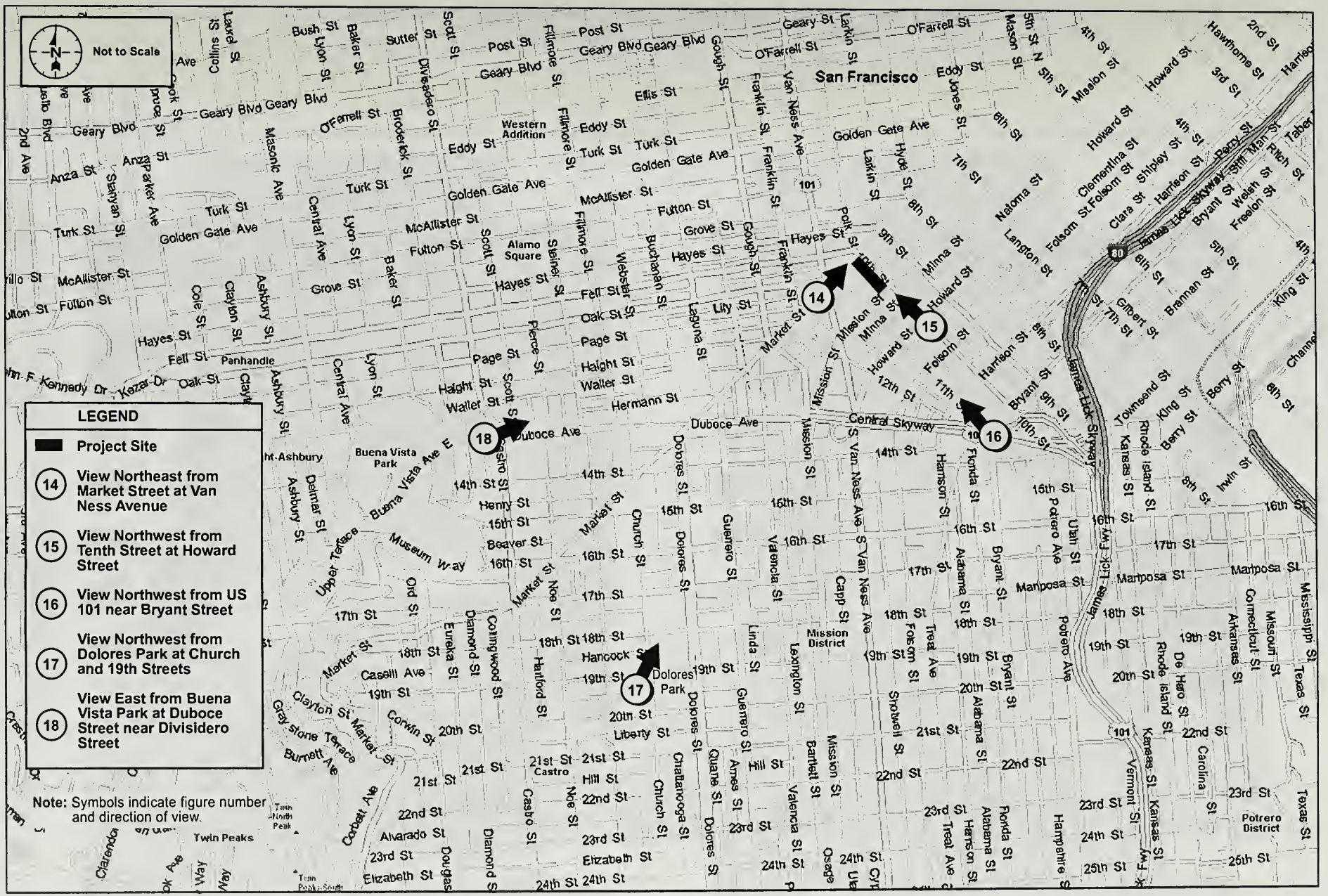
VIEWS

Surrounding Views of the Project Site

Figure 13 provides a key to locations of the photographic views presented in Figures 14 to 18, which were chosen to give a representative range of views of the project site. Figure 14, p. 66, shows a mid-range existing view from Market Street at South Van Ness Avenue looking east towards the project site, including a mixture of mid- to high-rise commercial and mixed-use buildings generally built out to the sidewalk along Market Street. In this view, the project site is in the mid-range south of Market Street and is mostly blocked by the Bank of America Data Center. The view includes the four-story office building at 1445 Market Street, which is seen as a low-rise structure on Market Street. The tallest buildings in the area are the Fox Plaza building on the north side of Market Street and the Bank of America Data Center on the project block. Street trees line Market Street sidewalks.

Figure 15, p. 67, is a mid-range view of the project site facing northwest from Tenth Street at Howard Street. In this view, the existing buildings at the project site are seen in the mid-range on the west side of Tenth Street as low- to mid-rise structures. In contrast, the Bank of America Data Center to the west of the project site, the California State Automobile Association (CSAA) building to the northwest, and Fox Plaza to the northeast are the tallest structures near the project site. The one- to four-story buildings south of Market Street along Tenth Street are visible in this view, as are street trees in front of the project site at the corner of Tenth and Mission Streets. The street trees that line the east side of Tenth Street are also visible.

Figure 16, p. 68 is a distant view of the project site looking northwest from US 101 near Bryant Street, about one-half mile south of the site. In this view, existing buildings at the project site are in the background and cannot be seen because of other taller structures south and east of the site. Buildings from this view include mid-rise buildings, the Bank of America Data Center, the CSAA building, the Fox Plaza building, and the SCIF building, which are along or near Market Street.

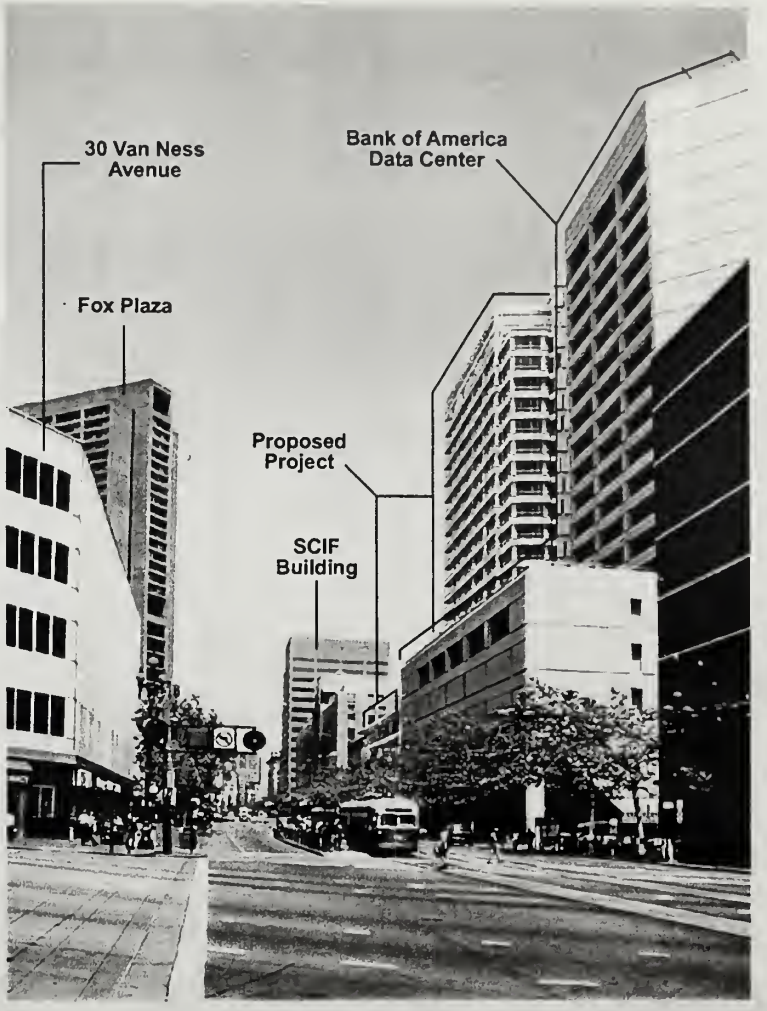

Not to Scale
LEGEND
Project Site
14 View Northeast from Market Street at Van Ness Avenue
15 View Northwest from Tenth Street at Howard Street
16 View Northwest from US 101 near Bryant Street
17 View Northwest from Dolores Park at Church and 19th Streets
18 View East from Buena Vista Park at Duboce Street near Divisidero Street
Note: Symbols indicate figure number and direction of view.
San Francisco
Twin Peaks
Dolores Park
Mission District
Potrero District
Alamo Square
Western Addition
Buena Vista Park
Castro
Haight-Ashbury
Panhandle
Central Skyway

Sources: Microsoft Streets & Trips, 2002; ScreamPoint, 2003

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 13: VIEWPOINT LOCATIONS

Existing View



View with Project

Source: ScreamPoint, 2003

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 14: VIEW NORTHEAST FROM MARKET STREET AT VAN NESS AVENUE

Existing View

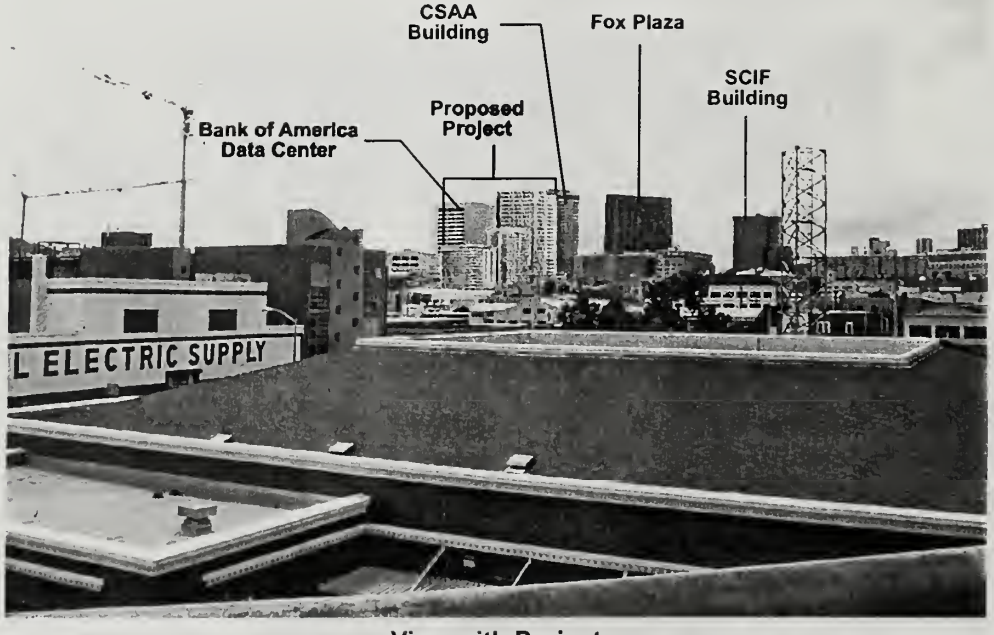
View with Project

Source: ScreamPoint, 2003

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 15: VIEW NORTHWEST FROM TENTH STREET AT HOWARD STREET

Existing View

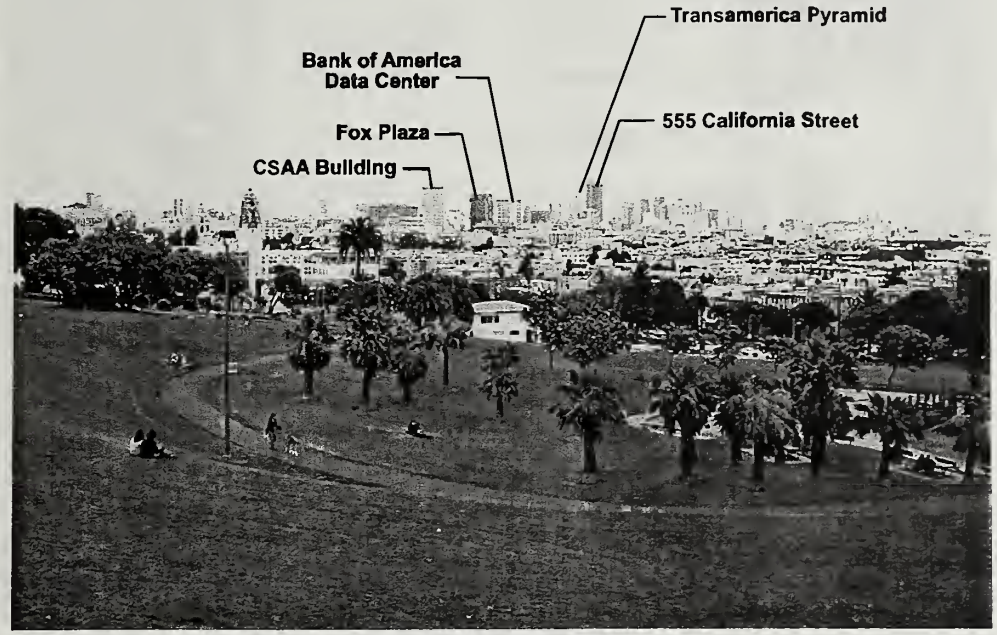


View with Project

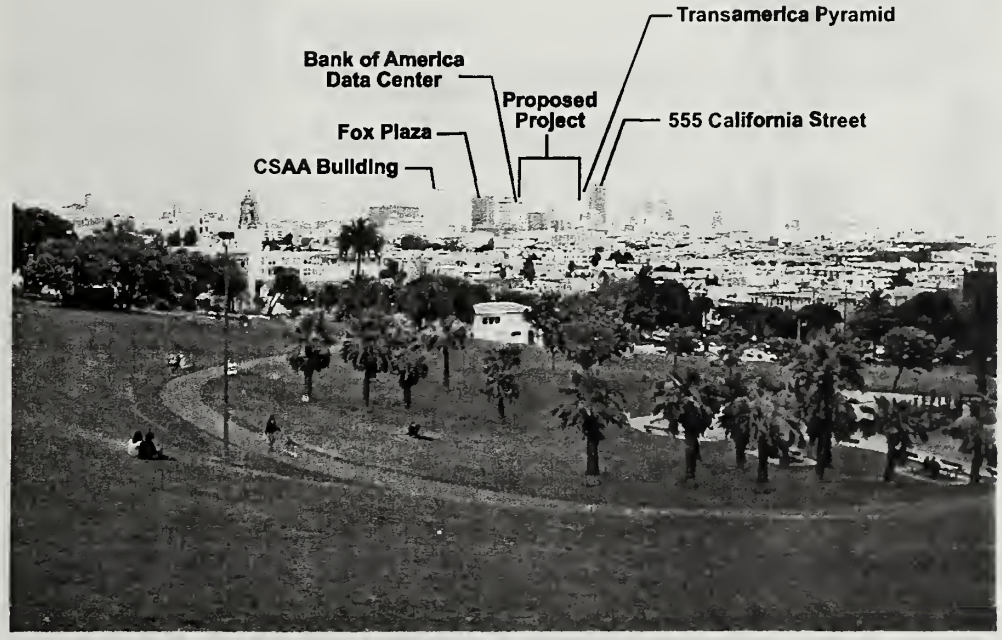
Source: ScreamPoint, 2003

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 16: VIEW NORTHWEST FROM US 101 NEAR BRYANT STREET



Existing View

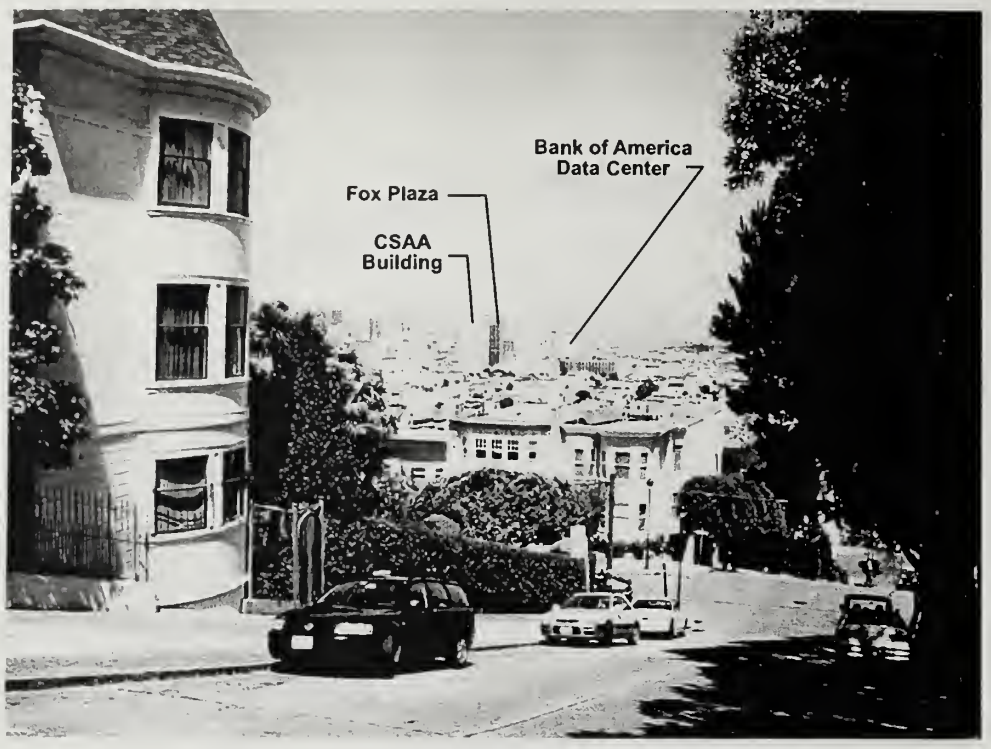


View with Project

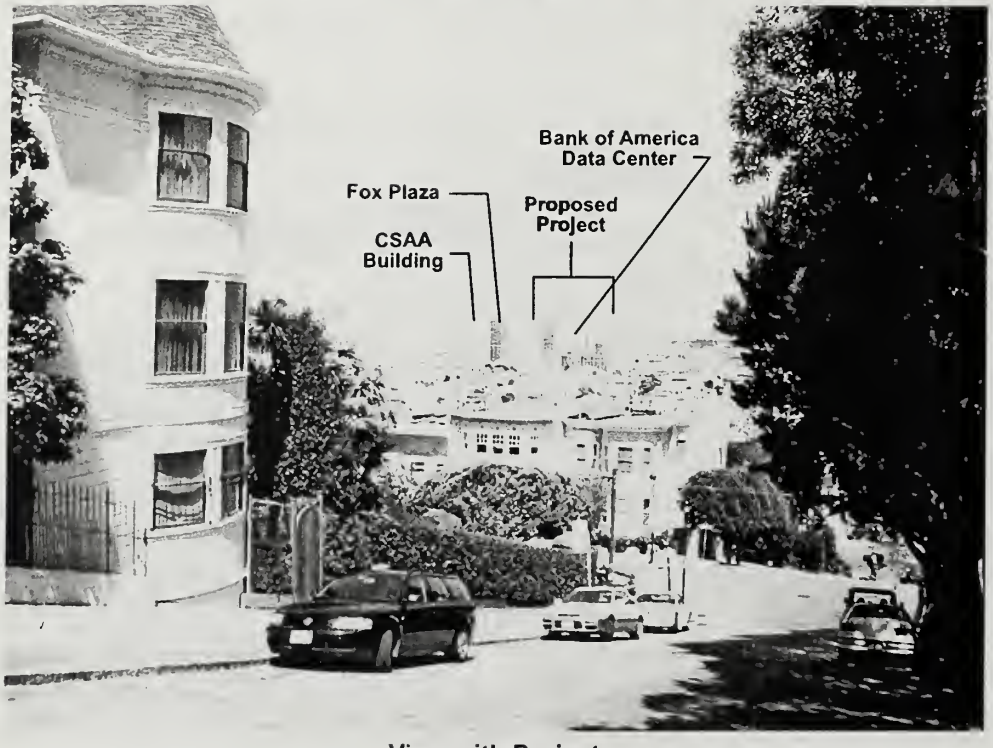
Source: ScreamPoint, 2003

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECTT

FIGURE 17: VIEW NORTHWEST FROM DOLORES PARK AT CHURCH AND 19TH STREETS



Existing View



View with Project

Source: ScreamPoint, 2003

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 18: VIEW EAST FROM BUENA VISTA PARK AT DUBOCE STREET NEAR DIVISIDERO STREET

Views of the Project Site from Public Open Spaces

Civic Center Plaza, two blocks to the north of the project site, is the closest public open space to the project site. However, a view from Civic Center Plaza was not included in this analysis because views from Civic Center to the project site are generally blocked by the Fox Plaza building. This view would be similar to that of existing high-rise buildings near the plaza. Dolores Park and Buena Vista Park further southwest of downtown San Francisco provide views towards the project site from public open spaces. Those views are presented in this analysis.

Figure 17, p. 69 is a distant view of the project site facing northwest from Dolores Park at Church and 19th Streets. In this view, the project site is in the background, and the skyline of downtown San Francisco can be seen from Cathedral Hill near Franklin and Geary to the South of Market area. The Civic Center and Financial District areas display a continuous contour of high-rise structures along the skyline. Views south or west of downtown in Hayes Valley, the Mission District, and the South of Market area generally contain low-rise buildings with some mid-rise structures.

Figure 18, p. 70 is a distant view of the project site facing east from Buena Vista Park at Duboce Street near Divisidero Street. From this location, the project site is seen in the background and views toward downtown are limited because of a nearby three-story residential structure and mature trees; however, the Civic Center and the Mid-Market area are clearly visible. None of the existing structures at the project site can be seen from Buena Vista Park because of taller existing development near the project site. High-rise structures, including the CSAA building, the Fox Plaza building, the SCIF building, and the Bank of America Data Center, are visible from this viewpoint.

As discussed in Section III.A, Land Use, Plans, and Zoning, the Mid-Market Project Area is in transition from low-and mid-rise commercial and industrial uses to high-intensity office and residential development. Planned projects in the project vicinity include the Mercy Housing Project at 1340 and 1390 Mission Street, a proposed family and senior affordable housing project with community services along Mission and Tenth Streets across the street from the

project site; 55 Ninth Street, a proposed addition to the SCIF building that would be adjacent to the existing SCIF building; 1177 Market Street, a residential development, on the east side of Eighth Street between Market and Mission Streets; 1125 Market Street, a proposed 230-room hotel three blocks east of the site near Seventh Street; and 1355 Market Street, alterations and an 80-foot addition to the SF Mart building. Approved projects in the project vicinity include 1160 Mission Street, a residential development mid-block along Mission Street between Seventh and Eighth Streets; 1 Polk Street, a mixed-use development; and 77 Van Ness Avenue, a mixed-use development. These planned and approved projects in the project vicinity are not shown in existing views in Figures 14 to 18 (pp. 66 to 70).

IMPACTS

SIGNIFICANCE CRITERIA

The proposed project would result in significant adverse visual quality impacts if it would:

- Substantially degrade or obstruct scenic views from public areas. For the purpose of this analysis, public views are scenic views from existing parks, plazas, major roadways, or other public areas.
- Substantially degrade the existing visual character or quality of the site and its surroundings and have a substantial, demonstrative negative aesthetic effect.
- Create a new source of substantial light or glare that would adversely affect daytime or nighttime views or use of the area.

As discussed in the Initial Study (Appendix A, p. A-20), the proposed project would not result in light or glare that would substantially affect other properties. Therefore, this analysis does not discuss light or glare effects.

PROJECT EFFECTS

The project would replace the seven existing two- to four-story buildings and a surface parking lot with the Market Street Office, Tenth Street Housing, and Mission Street Affordable Housing buildings. The new buildings would range from 15 to 24 stories tall or approximately 150 to 320 feet in height to the roof (4- to 20-foot rooftop mechanical space would increase the height to 170 to 340 feet). The three buildings would be above a one-story base. In compliance with *Planning Code* Section 270(d) height restrictions, the proposed structures

would generally increase in height from Mission Street to Market Street. As a project option, the Mission Street Affordable Housing could be composed of two buildings, but would include the same amount of floor area, uses, and residential units as the proposed project. However, the building footprint for the Mission Street Affordable Housing with the project option would be slightly larger and with different massing on the rooftop to account for a physical separation between the two buildings.

The views of the project presented in Figures 14 through 18 on pp. 66 though 70 are representative of building massing and height. The design of the project has not yet been finalized and would be developed further, consistent with the design concepts discussed in Section II, Project Description, pp. 42 to 43. However, for the purpose of this analysis, the views include façade design to illustrate visual effects of the project.

The conceptual design of the Market Street Office building would be a division of two distinct masses. The northern façade would be a tinted glass curtain-wall with no exposed metal, appearing as a clear glass form appropriate in scale to the commercial and civic quality of Market Street (see Figure 5, p. 37). The southern façade would be white precast concrete with individual, deeply recessed windows of glass and aluminum arranged in a repetitive grid pattern to provide shade and depth.

Each of the residential buildings would rise from a one-story base of white precast concrete. The façade of the buildings would have a simple faceted pattern of gently angled planes which would reflect light and create shaded surfaces. Individual painted aluminum windows with lightly tinted glass would be vertical in orientation. The pattern of glazing would vary from floor to floor, creating a texture on the façade similar to the proposed adjacent Market Street Office.

The base of the proposed buildings would include a retail frontage on Market, Mission, and part of Tenth Streets; office space would be provided on part of the Tenth Street frontage. The base of the proposed buildings would be built out to the sidewalk on all frontages and would be characterized by large areas of glazing to provide transparency. Other materials proposed for use throughout the lower levels of the proposed buildings are precast concrete, painted aluminum panels, and stone. The project would include public open space at the

northeast corner of Market Street Office at Market and Tenth Streets. The town square along Tenth Street near Mission Street, which is intended for use by residents as an outdoor meeting space, would include detailing of clear and colored glass. The outdoor terrace on the second level would also provide residential outdoor space and would be characterized by surrounding building materials and landscaping.[1]

Views

As shown in Figure 14, p. 66, the view looking northeast from Market Street at Van Ness Avenue with the proposed project would include Market Street Office as a new 24-story element along the south side of Market Street. The proposed project would not substantially degrade the visual character of the Market Street frontage because the proposed buildings would be similar to existing surrounding development along Market Street. Market Street Office would be comparable in height to the existing Bank of America Data Center, and would be stepped to six stories at the Market Street frontage to provide continuity of mid-rise buildings along the north and south side of Market Street between Tenth and 11th Streets. The proposed buildings would not obstruct views of hills or open space from Market Street near Van Ness Avenue.

As shown on Figure 15, p. 67, the view northwest from Tenth Street at Howard Street with the project would include the Mission Street Affordable Housing, Tenth Street Housing, and Market Street Office. These buildings would be seen among other existing high-rise buildings, which are similar in height, including the Bank of America Data Center and the Fox Plaza building. The changes as a result of the proposed project would obstruct views of the CSAA building on Van Ness Avenue. The Mission Street Affordable Housing would introduce a 15-story streetwall along the north side of Mission Street. The resulting changes would be consistent with the urban character of downtown San Francisco and would not degrade the existing visual character of development along Tenth Street. The project would not obstruct views of hills or open space from Tenth and Howard Streets.

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[1] Skidmore, Owings & Merrill, *Project Description, 10th & Market Street, San Francisco, CA*, November 19, 2003.

Figure 16, p. 68, provides a view from US 101 near Bryant Street that would include the Mission Street Affordable Housing, Tenth Street Housing, and Market Street Office. The proposed view shows that the proposed buildings, particularly Market Street Office, would expand the grouping of the high-rises along the Market Street corridor, which includes the adjacent Bank of America Data Center, the CSAA building, the Fox Plaza building, and the SCIF building. The proposed project buildings would be comparable in height to existing buildings along Market Street and would not degrade the existing visual character from this view. The project would not obstruct views of hills or open space from US 101/Central Skyway near Bryant Street.

Figure 17, p. 69, shows a distant view from Dolores Park in the Mission District. The view shows that the height of the new buildings would be comparable to other high-rise buildings, and the addition of the project would not change the overall skyline of existing development in downtown San Francisco observed from this location. Therefore, the project would not degrade the character of views of downtown San Francisco from this location. The project would not degrade public scenic views or obstruct views of hills or open space from Dolores Park.

Figure 18, p. 70, depicts a distant view from Buena Vista Park with the project, showing that Market Street Office would be at a comparable height with the Bank of America Data Center. Similarly, Mission Street Affordable Housing would be compatible with other high-rise buildings in the downtown area. A small portion of the Tenth Street Housing would be visible, but the building would be comparable to other high-rise development. The overall skyline from this viewpoint would not significantly change with the proposed project. Therefore, the project would not degrade views of downtown San Francisco from this location. The project would not degrade public scenic views or obstruct views of hills or open space looking east from Buena Vista Park.

Cumulative Changes in Views

In addition to the proposed project, five other projects are proposed and three other projects are approved within the project vicinity. The five proposed projects include: the 11-story, 115-foot-tall Mercy Housing Project, an affordable housing project at 1340 and 1390 Mission

Street across the Tenth Street frontage of the proposed project site; the 80-foot-tall addition to the SF Mart building, for a total of 215 feet high, at 1355 Market Street, between Ninth and Tenth Streets; the 55 Ninth Street Project, a 159-foot-tall (plus a 39-foot-tall mechanical penthouse) building, which would be an addition to the State Compensation Insurance Fund office at Ninth Street near Market Street; the 1177 Market Street Project, a residential, retail, and parking development on the east side of Eighth Street between Market and Mission Streets, which would range up to 28 stories and 240 feet in height; and the 1125 Market Street Building, a proposed 230-room hotel, which would range up to 234 feet in height, located three blocks east of the proposed project site near Seventh Street. Approved projects include: the 1160 Mission Street Project, a 23-story, 240-foot tall residential development with parking located mid-block on Mission Street between Seventh and Eighth Streets; 1 Polk Street, a 17-story, 200-foot-tall mixed-use residential development with ground-floor retail; and 77 Van Ness Avenue, an 8-story, 100-foot-tall mixed-use development providing residential, office, and retail space. These five proposed and three approved projects would alter the visual character of the area by increasing the density of the skyline; however, they would be shorter than the nearby CSAA and Fox Plaza buildings, and would be consistent with the trend toward increased building height and density in the Mid-Market area.

Cumulatively, the Tenth/Market/Mission Streets Project and other proposed and approved projects in the vicinity would not substantially degrade or obstruct scenic vistas from public areas, including Dolores Park and Buena Vista Park nor would they obstruct significant views from surrounding public areas, including the Civic Center and United Nations Plaza, because planned and approved development would be within the existing range of scale and massing in the project area. Night lighting associated with cumulative development in the project area may increase nighttime ambient lighting levels at individual project sites; however, new lighting would be similar to lighting on existing buildings and would not cause substantial light or glow that would adversely affect day- or nighttime views of the area. Therefore, there would be no significant cumulative impacts on visual quality.

Conclusion

The proposed project would introduce new visual elements to the site that would be consistent with the visual character of existing (and approved or proposed) development in the vicinity.

Market Street Office would continue the pattern of streetwall development along Market Street. This 320-foot-tall building would be similar in height to nearby development, such as Fox Plaza across Market Street, the SCIF building at Ninth and Market Streets, and 100 Van Ness Avenue. Mission Street Affordable Housing, Tenth Street Housing, and Market Street Office would introduce a streetwall larger in scale than existing development on Tenth Street and Mission Street; however, the new development would be consistent with the urban character of downtown San Francisco. No scenic views of hills or open space from Civic Center Plaza, other parks, major roadways, or other public areas would be substantially obstructed as a result of the project. The project would not degrade the visual character of this urbanized portion of San Francisco, would not have a demonstrable adverse aesthetic effect, nor would it substantially degrade visual quality. Thus, the project would not result in a significant impact on visual quality.

C. TRANSPORTATION[1]

SETTING

EXISTING ROADWAY FACILITIES

Regional Freeways

Interstate 80 (I-80) provides the primary regional access to the project vicinity. This freeway is between Harrison and Bryant Streets, approximately three blocks southeast of the project site. Between the East Bay and the project vicinity, the primary access points to the project site are via the I-80 westbound off-ramp at either Eighth Street/Harrison Street or Mission Street near Duboce Avenue. Access to I-80 eastbound from the project site is via the on-ramp at either Eighth/Bryant Streets or at South Van Ness Avenue near Duboce Avenue. (See Figure 19 for the transportation study area.)

Interstate 280 (I-280) serves the study area, connecting it to the Peninsula and South Bay. I-280 and US 101 intersect south of downtown San Francisco. I-280 is a six-lane highway that splits and terminates at two locations: Brannan Street/Sixth Street and King Street/Fifth Street, both near the project study area. The primary regional access to and from the study area is either via the I-280 Sixth Street on- and off-ramps or the US 101 freeway.

US 101 provides regional access to both the north and south of San Francisco. I-80 joins US 101 to the south of the project area and provides access to the South Bay and the Peninsula. US 101 connects San Francisco to the North Bay via Van Ness Avenue, Lombard Street, and the Golden Gate Bridge. Access to and from US 101 southbound includes the on- and off-ramps at Ninth/Bryant, Tenth/Bryant, Mission Street near Duboce Avenue, and South Van Ness near Duboce Avenue.

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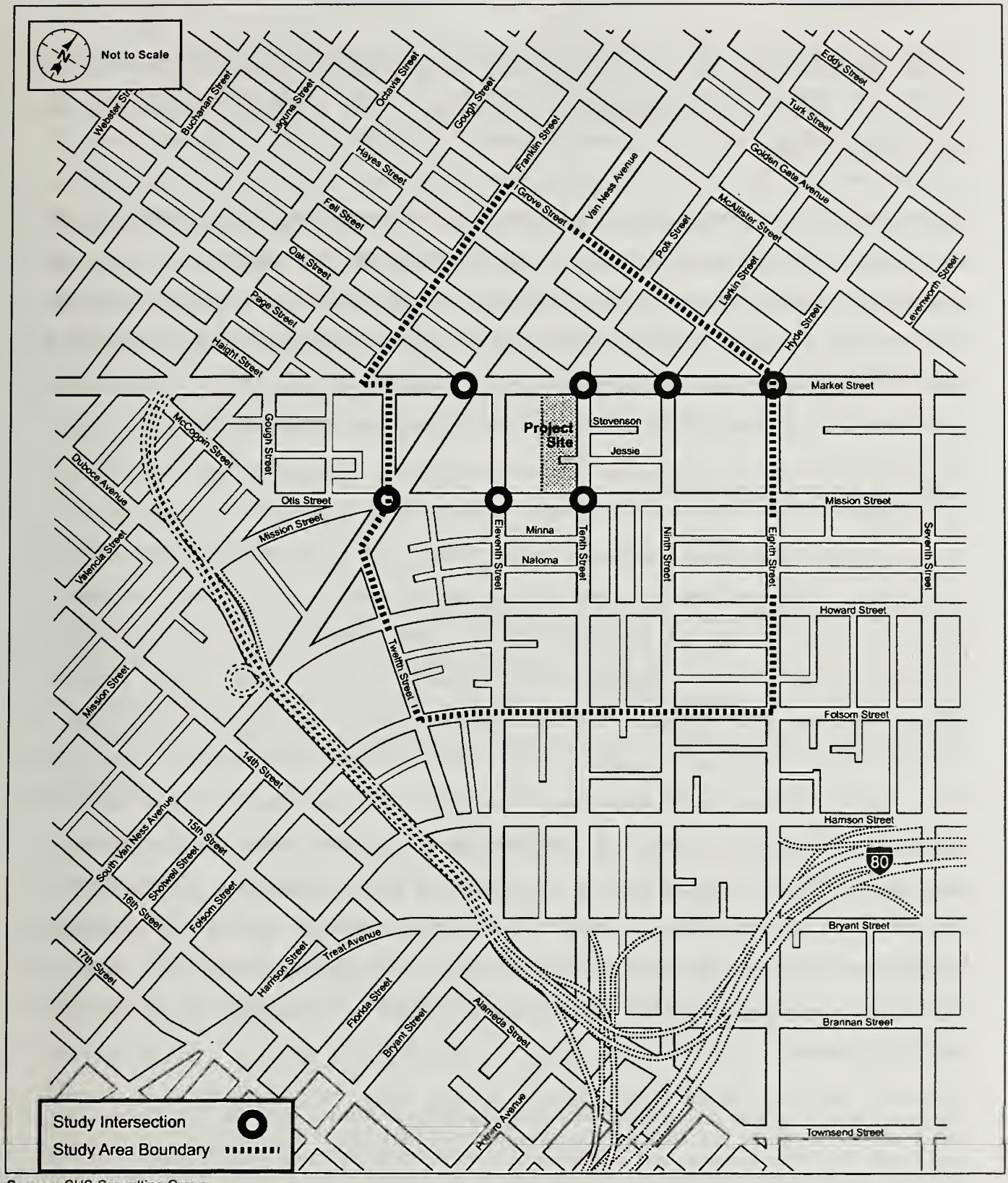
[1] CHS Consulting Group, *Tenth/Market/Mission Street Mixed-Use Project Transportation Study*, February 12, 2004.



Source: CHS Consulting Group

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 19: TRANSPORTATION STUDY AREA

A new connection from US 101 at approximately Mission Street to the intersection of Market and Octavia Streets will be constructed to replace the section of Central Freeway that was demolished in 2003.

During the evening commute hours, the on-ramps to the freeway system (I-80 eastbound to the Bay Bridge and I-80 westbound/US 101 southbound to the Peninsula and South Bay) are currently congested. Queues typically develop due to high traffic volumes, traffic bottlenecks, and occasional accidents. Queuing conditions at key intersections that provide direct access to the freeway on-ramps are likely to continue on weekdays between 4:00 to 7:00 p.m. These conditions affect the traffic flow on the major surface roadways near the freeways.

Local Streets and Intersections

Market Street is a northeast-southwest roadway from The Embarcadero to Portola Drive in Twin Peaks. This road has two lanes in each direction and 25- to 35-foot-wide sidewalks. This street is designated as a Transit Preferential Street between Castro Street and Steuart Street in the *San Francisco General Plan* and is heavily used by transit vehicles. Between Steuart and Castro Streets, Market Street has streetcar tracks running down the center lanes in both directions. There are bus-only lanes on Market Street between Van Ness Avenue and Fifth Street for inbound traffic and between Van Ness Avenue and Eighth Street for outbound traffic. Transit stops are located both at the curbside and at raised islands. The curbside stops are staggered from the island stops to avoid blocking traffic circulation. Market Street is designated as a Neighborhood Pedestrian Street and is part of the Citywide Pedestrian Network and the Citywide Bicycle Route Network. Along both sides of the street are intermittent passenger loading and delivery zones. Parking is not permitted on Market Street in the study area.

Mission Street is a four-lane arterial that runs northeast-southwest between The Embarcadero and South Van Ness Avenue, and continues in a north-south direction west of South Van Ness Avenue. (While Market Street and Mission Street have a northeast-southeast alignment, by convention, from here on, locations are referred to as north or south of Market or parallel streets; or east and west of Tenth Street or parallel streets.) Mission Street has 15-foot-wide

sidewalks on both sides of the street, except for a 12-foot-wide sidewalk on the south side of the street between Third and Fourth Streets and a 10-foot-wide sidewalk on the south side of the street between Fourth and Fifth Streets. Mission Street connects the South of Market area to the Mission District and northern San Mateo County. In the eastbound direction, Mission Street has a diamond lane between 11th and Fifth Streets from 7:00 to 9:00 a.m. and from 4:00 to 6:00 p.m., and between Fifth and Beale Streets from 7:00 a.m. to 6:00 p.m. In the westbound direction, Mission Street has a diamond lane between Main and Fourth Streets from 7:00 a.m. to 6:00 p.m. and between Fourth and 11th Streets from 4:00 to 6:00 p.m. In the *San Francisco General Plan*, Mission Street is designated as a Neighborhood Pedestrian Street, a Transit Preferential Street, and as part of the Citywide Pedestrian Network. On-street, metered parking is provided along the north and south curbs, but is prohibited between 3:00 and 6:00 p.m. The peak period parking prohibition allows for additional capacity for right-turning vehicles.

Jessie Street is a 26-foot-wide (from curb to curb), east-west alleyway located between Market and Mission Streets that runs discontinuously between First and 12th Streets. Between Ninth and Tenth Streets, Jessie Street operates one way in the eastbound direction. Between Tenth and 11th Streets, it is a dead-end street, terminating within the project site block approximately mid-block.

Howard Street runs between The Embarcadero and South Van Ness Avenue. It is a two-way arterial with two travel lanes in each direction between The Embarcadero and Fremont Street and a one-way arterial west of Fremont Street with four travel lanes in the westbound direction. Intersections with all major streets are controlled by traffic signals. Howard Street is one of the primary routes from downtown to the I-80 westbound on-ramp at Fourth and Harrison Streets. The *San Francisco General Plan* identifies Howard Street as a Major Arterial, a Citywide Bicycle Route, and a Freight Traffic Route. The San Francisco Department of Parking and Traffic (DPT) recently installed a bike lane on the north side of the street from Fifth Street to 11th Street. It is part of the Congestion Management Program (CMP) and Metropolitan Transportation System (MTS) networks.

Eighth Street runs between Market Street and Division and Townsend Streets. Eighth Street is a one-way, four-lane southbound roadway from Market Street to Bryant Street with three lanes continuing to Brannan Street. A bike lane runs the length of the street in the study area. The *San Francisco General Plan* identifies Eighth Street as a Major Arterial and a Freight Traffic Route between Market and Bryant Streets, and a Neighborhood Pedestrian Street between Market and Mission Streets. Eighth Street is a part of the CMP and MTS networks.

Ninth Street runs between Market and Division Streets. It provides direct access to the Civic Center from US 101 and I-80. It forms a one-way couplet with Tenth Street, operating in the northbound direction. There are four travel lanes with 10-foot-wide sidewalks and on-street parking on both sides of the street. There is a peak period tow-away zone (from 4:00 to 7:00 p.m.) on the east curb between Folsom and Howard Streets and on both sides between Howard and Mission Streets. The *San Francisco General Plan* identifies Ninth Street as a Major Arterial, a Neighborhood Connection Street, and a Freight Traffic Route between Market and Brannan Streets. Ninth Street is included in the CMP and MTS networks.

Tenth Street extends from Market Street to Division Street, and forms a one-way couplet with Ninth Street. In the vicinity of the project site, Tenth Street is a five-lane, one-way southbound roadway with parking on the west side of the street. Tenth Street provides access to southbound US 101 via an on-ramp at Tenth/Bryant. Tenth Street is designated as a Major Arterial between Market and Brannan Streets in the CMP Network in the *San Francisco General Plan*. In addition, Tenth Street is part of Citywide Bicycle Route 25 (southbound).

Eleventh Street is a north-south roadway that extends from Market Street to Division Street. In the vicinity of the project site, 11th Street has one travel lane in each direction with on-street metered parking on both sides of the street. Eleventh Street is part of Citywide Bicycle Route 25 (northbound).

Twelfth Street runs between Market Street and Harrison Street. Twelfth Street is a 50-foot-wide, undivided two-way roadway in the project vicinity (between Otis and Market Streets). There are 15-foot-wide sidewalks and on-street parking on both sides of the street.

Fell Street is an east-west arterial that runs between Van Ness Avenue and Golden Gate Park. Between Franklin and Gough Streets, Fell Street is a two-way street. It operates one way in the westbound direction west of Gough Street. Fell Street forms a one-way couplet with Oak Street. East of Franklin Street, Fell Street operates in the eastbound direction only. Fell Street is designated as a Major Arterial in the CMP Network and is a part of the MTS Network.

Grove Street runs from Market and Eighth Streets to Shrader Street with an interruption at Alamo Square. It is a two-way roadway with two lanes in each direction between Larkin and Gough Streets. East of Larkin Street and west of Gough Street it has one lane in each direction.

Hyde Street runs from Market Street to Jefferson Street. It is a one-way street with three southbound lanes from California Street to Market Street. It is a two-way street with one lane in each direction from Jefferson Street to California Street. The *San Francisco General Plan* identifies Hyde Street from Pine Street to Market Street as a Secondary Arterial and from Beach Street to Washington Street as a Transit Oriented Street. Hyde Street is included in the MTS network.

Larkin Street runs from Market Street to Beach Street with an interruption between Francisco Street and Bay Street. It is a one-way street with three northbound lanes from Market Street to California Street, except between McAllister and Grove Streets where it is a two-way street with the addition of a southbound lane. North of California Street it is two way with one traffic lane in each direction. The *San Francisco General Plan* identifies Larkin Street as a Secondary Arterial from Market Street to Pine Street, a Citywide Bicycle Route from Market Street to Turk Street, and a Neighborhood Network Connection Street between Grove and Post Streets. Larkin Street is included in the MTS network.

Polk Street is a north-south arterial that runs between Market Street and Beach Street. Polk Street operates in both directions north of Grove Street, and operates one way southbound south of Grove Street. In the vicinity of the project site, Polk Street has two travel lanes, sidewalks, on-street metered parking on the west side of the street, and a passenger loading bay on the east side. Polk Street is part of Citywide Bicycle Route 25.

Van Ness Avenue/South Van Ness Avenue is the major north-south arterial in the north central section of San Francisco. The roadway is part of US 101 between Lombard Street and the Central Freeway (via South Van Ness Avenue). Van Ness Avenue has three travel lanes in each direction, plus on-street parking and sidewalks on both sides. Van Ness Avenue is designated as a Major Arterial in the CMP network, part of the MTS Network, a Primary Transit Street (Transit Important), part of the Citywide Pedestrian Network, and a Neighborhood Commercial Street in the *San Francisco General Plan*.

Franklin Street is a north-south direction roadway that provides access between Market Street and Fort Mason. The segment of Franklin Street between Sacramento and Market Streets forms a one-way couplet with Gough Street. In the vicinity of the project site, Franklin Street is one way northbound with three travel lanes, and has on-street parking on the west side of the street. The *San Francisco General Plan* identifies Franklin Street, between Market and Lombard Streets, as a Major Arterial.

Hayes Street runs from Market and Larkin Streets to Stanyan Street. It is a one-way westbound street from Market Street to Gough Street with three to five lanes of traffic. West of Gough Street, Hayes Street has one traffic lane in each direction. *The San Francisco General Plan* identifies Hayes Street as a Major Arterial between Market and Gough Streets, as a Neighborhood Pedestrian Street between Franklin and Buchanan Streets, and as a Freight Traffic Route between Gough and Market Streets. Hayes Street is included in the CMP network.

Oak Street is an east-west arterial that runs between Van Ness Avenue and Golden Gate Park. It operates one way in the eastbound direction west of Franklin Street. Oak Street forms a one-way couplet with Fell Street. East of Franklin Street, Fell Street operates in the westbound direction only. Oak Street is designated as a Major Arterial in the CMP Network and is a part of the MTS Network.

INTERSECTION LEVEL OF SERVICE CONDITIONS

Traffic operating characteristics of intersections are described by the concept of level of service (LOS). LOS is a qualitative description of an intersection's performance based on the

average delay per vehicle. Intersection LOS ranges from A, which indicates free flow or excellent conditions with short delays, to F, which indicates congested or overloaded conditions with extremely long delays. LOS A, B, C, and D are considered excellent to satisfactory service levels, while LOS E and LOS F are unacceptable. Appendix B, Transportation, presents LOS definitions for signalized and unsignalized intersections.

Table 2 presents the LOS data during the PM peak hour for the seven study intersections; all study intersections except Mission Street/South Van Ness Avenue currently operate at an acceptable LOS of D or better. The intersection of Mission Street/South Van Ness Avenue currently operates at LOS E with a delay of 72.8 seconds. The poor operating condition at this intersection is due primarily to the high volumes in the southbound through movement on South Van Ness Avenue.

TABLE 2
INTERSECTION LEVEL OF SERVICE:
EXISTING (2003) WEEKDAY PM PEAK HOUR

	Actual Condition		With Transit Enforcement	
Intersection	Delay (seconds/vehicle)	LOS	Delay (second/vehicles)	LOS
Market Street/Eighth Street	24.4	C	24.4	C
Market Street/Ninth Street	21.4	C	21.4	C
Market Street/Tenth Street	19.9	B	19.9	B
Market Street/Van Ness Avenue	37.2	D	37.2	D
Mission Street/Tenth Street	***27.0***	***C***	***61.4***	***E***
Mission Street/11th Street	21.9	C	23.9	C
Mission Street/South Van Ness Avenue	72.8	E	72.8	E

Source: CHS Consulting Group, *Tenth/Market/Mission Street Mixed-Use Project Transportation Study*, February 12, 2004.
Notes:
Delay values are not actually measured in the field, but are estimated based on calculations of existing traffic volumes.
Bold italics represent a worsening of LOS conditions.

The study intersections on Mission Street were analyzed with and without enforcement of the existing bus-only lane. Observations showed that, although the bus lanes on Mission Street are clearly striped and signed for buses only, some private vehicles use them as a normal travel lane. For the non-enforcement scenario, adjustments to the Mission Street bus lane

were made to reflect the current operating conditions. If it is assumed that the bus-only lane were fully enforced, the LOS and delays at intersections on Mission Street would be worse. Table 2, p. 85, identifies the intersection LOS with and without bus-only lane enforcement. The bus-only lane would not affect LOS at the study intersections, with the exception of Mission/Tenth, which would be LOS E. Mission/Tenth would be most affected, as both eastbound and westbound directions have bus-only lanes that would reduce vehicle capacity. During peak hours private cars use the bus-only lanes; thus the non-enforcement scenario represents actual existing conditions.

TRANSIT CONDITIONS

Regional Transit Systems

Bay Area Rapid Transit District (BART) operates regional rail transit service between the East Bay (from Pittsburg/Bay Point, Richmond, Dublin/Pleasanton, and Fremont) and San Francisco, and between San Mateo County (Daly City, SF Airport, and Millbrae) and San Francisco. The closest station to the project site is the Civic Center Station on Market Street, approximately one block east of the project site. During the PM peak period, headways are generally 5 to 15 minutes for each line. The most recent BART ridership data, provided by BART in July 2001, estimate approximately 58,000 boarding during the weekday PM peak hour, system-wide.

The Peninsula Commute Service (Caltrain) provides rail passenger service on the San Francisco Peninsula between Gilroy and San Francisco. The service is operated by the Peninsula Corridor Joint Powers Board, a joint powers agency consisting of San Francisco, San Mateo, and Santa Clara Counties. The San Francisco terminal is located at Fourth and Townsend Streets, approximately 12 blocks southeast of the project site. Caltrain currently operates 66 trains each weekday, with a combination of express and local service. Headways (the times between train departures) during the PM peak period are approximately 5 to 30 minutes. Caltrain ridership was most recently estimated to be almost 24,800 riders per day.

The Alameda-Contra Costa Transit District (AC Transit) provides local bus service in the East Bay (western Alameda and Contra Costa Counties). In addition, AC Transit operates bus

service between the East Bay and San Francisco. All transbay routes terminate at the Transbay Terminal, located on Mission Street between First and Fremont Streets, approximately 11 blocks east of the project site. Most transbay service is peak hour and peak direction (to San Francisco during the AM peak period and from San Francisco during the PM peak period), with headways of 15 to 30 minutes per route. AC Transit has an average daily transbay ridership of approximately 13,000 passengers.

The San Mateo County Transit District (SamTrans) provides bus service between San Mateo County and San Francisco. SamTrans operates 12 diesel bus lines that serve San Francisco, including nine routes into the downtown area. Nine of these routes operate as peak-only commute routes, one route operates as an express route, and two routes provide service throughout the day. SamTrans does not provide local service in the study area. The total average weekday ridership to and from downtown San Francisco is approximately 11,300 per day.[2] The closest SamTrans bus stop to the project site is located at Seventh and Mission Streets, where lines DX, KX, NX, RX, PX, TX, 391, 397, and 292 all make stops. Headways during the PM peak period are approximately 20 to 30 minutes per line.

Golden Gate Transit, operated by the Golden Gate Bridge, Highway and Transportation District, provides bus service between the North Bay (Marin and Sonoma Counties) and San Francisco. Golden Gate Transit operates 22 commute bus routes, nine basic bus routes, and 15 ferry feeder bus routes. Most routes serve either the Civic Center (via Van Ness Avenue and Mission Streets) or the Financial District (via Battery and Sansome Streets). Basic bus routes operate at 15 to 90 minutes, depending on the time and day of the week. Commute and ferry feeder bus routes operate at more frequent intervals in the mornings and evenings. Golden Gate Transit does not provide local service within San Francisco. Golden Gate Transit carries approximately 6,700 passengers per day to and from San Francisco. In the study area, Golden Gate Transit buses can be boarded on Mission Street (inbound), McAllister Street and Seventh Street North (outbound), a major transfer point.

[2] CHS Consulting Group, *Tenth/Market/Mission Streets Mixed Use Project Transportation Study, Preliminary Draft, November 24,* 2003.

Golden Gate Transit also provides ferry service between the North Bay and San Francisco. During the AM and PM peak periods, ferries operate between Larkspur and San Francisco and between Sausalito and San Francisco. The San Francisco terminal is located at the Ferry Building, on The Embarcadero at Market Street. Approximately 1,500 passengers ride the ferry to Larkspur and approximately 230 passengers ride the ferry to Sausalito during the PM peak hour. Access to the Ferry Building would generally require a walk of up to 16 blocks or by transit (MUNI lines on Market Street, and all MUNI Metro light rail transit lines to the Embarcadero Station).

Existing Regional Transit Screenline Analysis and Transit Operator Level of Service

A screenline analysis was performed on regional transit carriers (BART, AC Transit, SamTrans, Caltrain, and Golden Gate Transit) in order to determine the current service volumes and capacity. Three screenlines have been established around San Francisco to analyze potential impacts of the proposed project on the regional transit carriers. The locations of the screenlines and transit providers that cross each screenline are as follows:

- East Bay: San Francisco Bay, including the Bay Bridge (AC Transit, BART, ferries)
- North Bay: San Francisco Bay, including the Golden Gate Bridge (buses and ferries)
- South Bay: San Francisco-San Mateo county line (BART, Caltrain, SamTrans)

Available space for each regional transit provider can also be determined using the concept of capacity utilization, which relates the number of passengers per transit vehicle to the capacity of the vehicle. The capacity is based on the number of seated passengers per vehicle. All of the regional transit operators, except BART, have a load factor standard of 1.0, which means that all seats are full. BART has a performance standard of 135 percent, which means that all seats are full and the number of standees corresponds to 35 percent of the seating capacity (calculated as 1.35 passengers per seat).

Over 31,000 transit trips currently cross the three regional screenlines during PM peak hour conditions. More than half (69 percent) of transit trips cross the East Bay screenline, with approximately 82 percent of these trips on BART. Approximately 3,890 trips cross the North Bay screenline, mostly on the Golden Gate Transit buses. Approximately 5,840 trips cross the

South Bay screenline, with approximately 54 percent of these trips on BART. All regional transit providers currently operate at less than their design capacity, which indicates that seats are generally available.

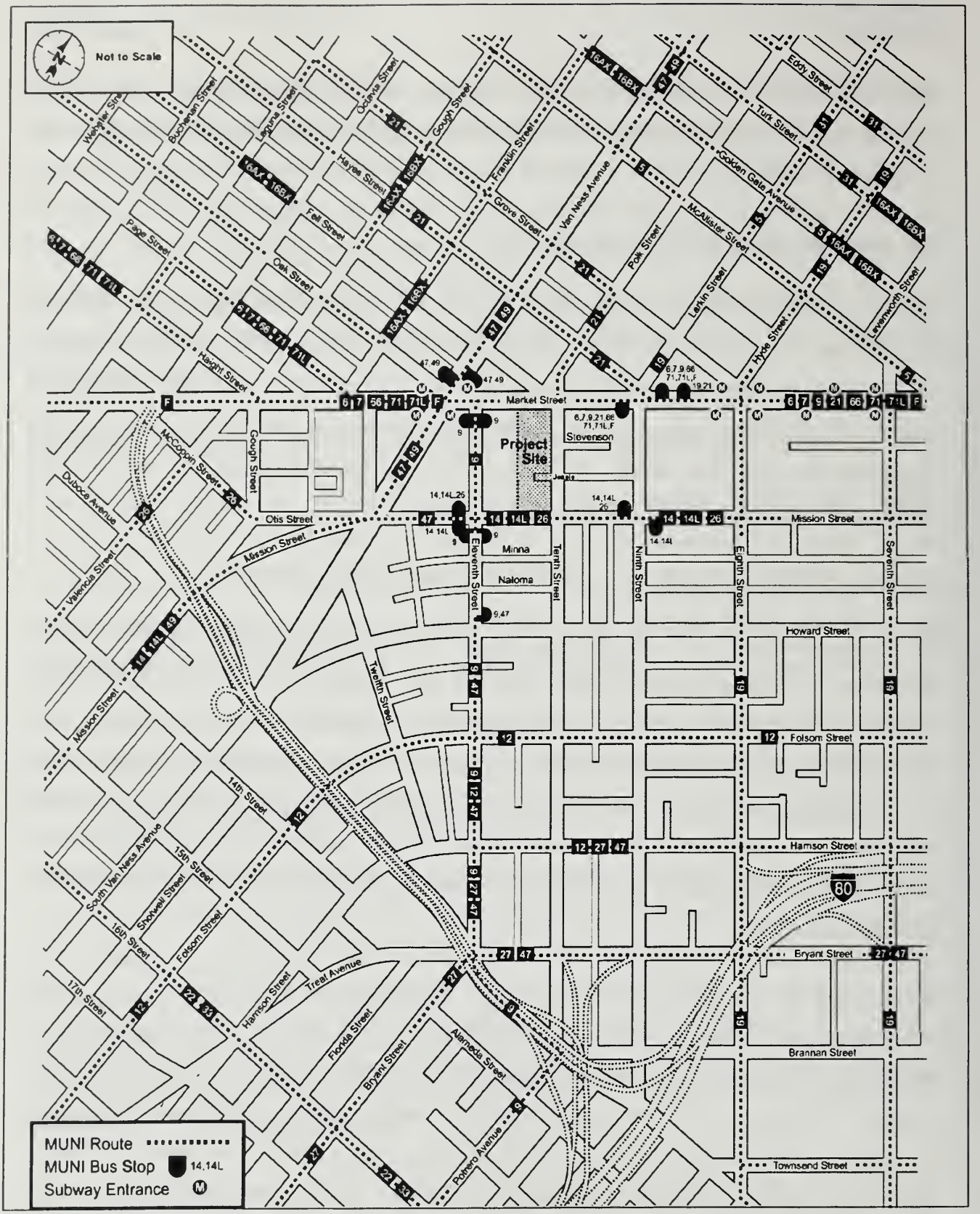
San Francisco Municipal Railway (MUNI)

MUNI provides local transit service within the City and County of San Francisco. Thirty-six MUNI transit routes serve the project vicinity, including six light rail lines. (See Figure 20 for MUNI routes and major stops in the project site and vicinity.) Bus stops are generally spaced one block apart in the South of Market area. North of Market Street, stops are spaced approximately every other block. Table 3, p. 91, lists MUNI bus/light rail vehicle routes within the study area and their PM peak period frequency.

Existing MUNI Screenline Analysis and Transit Operator Level of Service

MUNI has established four screenlines in San Francisco to analyze impacts on MUNI service (northeast, northwest, southwest, and southeast), and sub-corridors within each screenline. MUNI defines load factor as the ratio of passengers to a specified capacity of a vehicle, which includes both seating and allowable standing capacity. The type of vehicle (e.g., motor coach, light rail vehicle) and type of service (local, limited, express) affect the choice of an acceptable load factor. For MUNI, all screenlines currently operate within overall capacity; however, during the PM peak hour in the outbound direction, vehicles on some lines experience very crowded conditions.

Available space on each MUNI line can be determined using the concept of capacity utilization, which relates the number of passengers per transit vehicle to the design capacity of the vehicle. The design capacity is based on MUNI's maximum load standard for each size of vehicle. The capacity utilization standard includes seating capacity and a substantial number of standees, with standees representing somewhere between 30 to 80 percent of seated passengers, depending upon the specific transit vehicle. Thus, MUNI screenlines and sub-corridors at or near capacity operate under noticeably crowded conditions with many standees. Because each screenline and most sub-corridors include several MUNI lines with multiple



Source: CHS Consulting Group

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 20: MUNI ROUTES AND STOP LOCATIONS

transit vehicles from each line, some individual transit vehicles operate at or above capacity and are extremely crowded during the PM peak hour at their most heavily used points while others operate under less crowded conditions.

TABLE 3
MUNI TRANSIT SERVICE

Route	Hours of Operation (in addition to or instead of normal hours)	PM Peak Frequency (minutes)
5 – Fulton	All day plus owl service	4
6 – Parnassus		10
7 – Haight		10
9 – San Bruno		8
14 – Mission	All day plus owl service	5
14L - Mission Limited	Midday only	None
16AX - Noriega "A" Express	AM and PM peak periods only	15
16BX - Noriega "B" Express	AM and PM peak periods only	15
19 – Polk		10
21 – Hayes		6
26 – Valencia		15
27 – Bryant		13
31 – Balboa		10
47 - Van Ness		10
49 - Van Ness – Mission		7
66 – Quintara[a]		20
71 - Haight – Noriega	Midday only	None
71L - Haight - Noriega Limited		10
F - Market (Trolley)		7
J – Church (Metro)		9
K - Ingleside (Metro)		9
L - Taraval (Metro)		8
M – Ocean View (Metro)		9
N - Embarcadero (Metro)	All day plus owl service	8
S – Castro Street Shuttle (Metro)		10

Source: MUNI, *Official San Francisco Street and Transit Map*, 2002.

Note:

a. Line 66 runs only during PM peak periods beyond Ninth Avenue and Judah Street.

PEDESTRIAN CONDITIONS

All four streets serving the project site (Market Street, Mission Street, Tenth Street, and Jessie Street) have sidewalks. Sidewalks on Market Street are wide (26 feet) and generally can accommodate higher pedestrian volumes. Mission Street sidewalks are 15 feet wide and can accommodate relatively high pedestrian volumes. Sidewalks on Tenth Street and Jessie Street are 10 feet and 7 feet wide, respectively. Pedestrian traffic on both these streets is usually light and can be accommodated by the existing sidewalks. Bicycles occasionally use the sidewalks at some locations, presenting a safety concern for both bicyclists and pedestrians. Pedestrian conditions were analyzed qualitatively.

Market Street experiences very high pedestrian volumes compared to the other streets in the area due to the greater concentration of commercial uses and the presence of BART and other transit service.

BICYCLE CONDITIONS

There are several bike-designated routes and lanes within the study area. Generally, bicycle volumes are low in the study area, except on Market and Mission Streets, which are used by couriers or commuters traveling to and from the downtown area.

The Official San Francisco Bike Route System lists the following bicycle routes in the vicinity of the project site:

Route 20 connects the Civic Center with the University of San Francisco and the Richmond District. In the vicinity of the project site, it forms a couplet with McAllister and Grove Streets, and bicyclists traveling westbound on McAllister must share the roadway with other vehicles; eastbound bicyclists on Grove Street have a designated bike lane at the roadway edge.

Route 23 connects northwestern Potrero Hill with the South of Market area and Market Street. It uses the Seventh and Eighth Street couplet, in the vicinity of the project site, with a designated bike lane at the roadway edge.

Route 25 connects the Bayview Hunters Point area with Potrero Hill, Civic Center, Nob Hill, Russian Hill, and Aquatic Park. In the study area, 11th Street north of 17th Street and south of Mission Street and on Polk Street between Beach Street and Union Street, Route 25 has a designated bike lane on the roadway edge.

Route 30 connects downtown San Francisco with Golden Gate Park. In the project vicinity, it uses a couplet with Folsom and Howard Streets to The Embarcadero. In the project vicinity, bicyclists on Howard Street share the roadway with other vehicles. DPT recently completed the installation of a Class II bike lane on the north side of Howard Street between Fifth Street and 11th Street. There is a break in the bike lane for about 200 feet approaching Ninth Street to allow for the double right turn lanes at Howard/Ninth Street intersection. The peak period tow-away zones were revoked along some sections of Howard to accommodate the bike lane. A proposal for a Class II bike lane on the north side of Howard Street between Fremont and Fifth Street is being studied by DPT. On Folsom Street, Route 30 has a dedicated bike lane on the south side of the street.

Route 50 connects downtown with the Sunset District and uses Market Street to terminate at The Embarcadero. As this route does not have a designated bike lane, bicyclists share the roadway with other vehicles on this route.

Although no bicycle counts were conducted, field observations indicated that bicycle volumes in the area are relatively low to moderate compared to pedestrian and vehicular traffic. Market Street is a popular bike route, so bicycle traffic is heavier on Market Street than the other study area streets. On sections of Market Street with no dedicated lane, cyclists must share the right-of-way with buses and other vehicles. Where cyclists use the sidewalks, there is a safety concern for both cyclists and pedestrians. In areas where lanes are narrow, cyclists may have to slow down to avoid buses. Also, conflicts exist where double parking on Market Street causes a blockage of existing bicycle lanes.

PARKING CONDITIONS

Existing weekday midday (1:30 to 3:30 p.m.) off-street parking conditions in the study area were obtained from existing data and new midday (1:30 to 3:30 p.m.) and weekday evening

(6:30 to 8:00 p.m.) counts. Qualitative surveys of existing weekday midday and evening on-street parking capacity (spaces available) and occupancy (spaces used) showed on-street parking to be generally full during the midday peak period (1:30 p.m. to 3:30 p.m.) and the weekday evening period (6:30 to 8:00 p.m.).

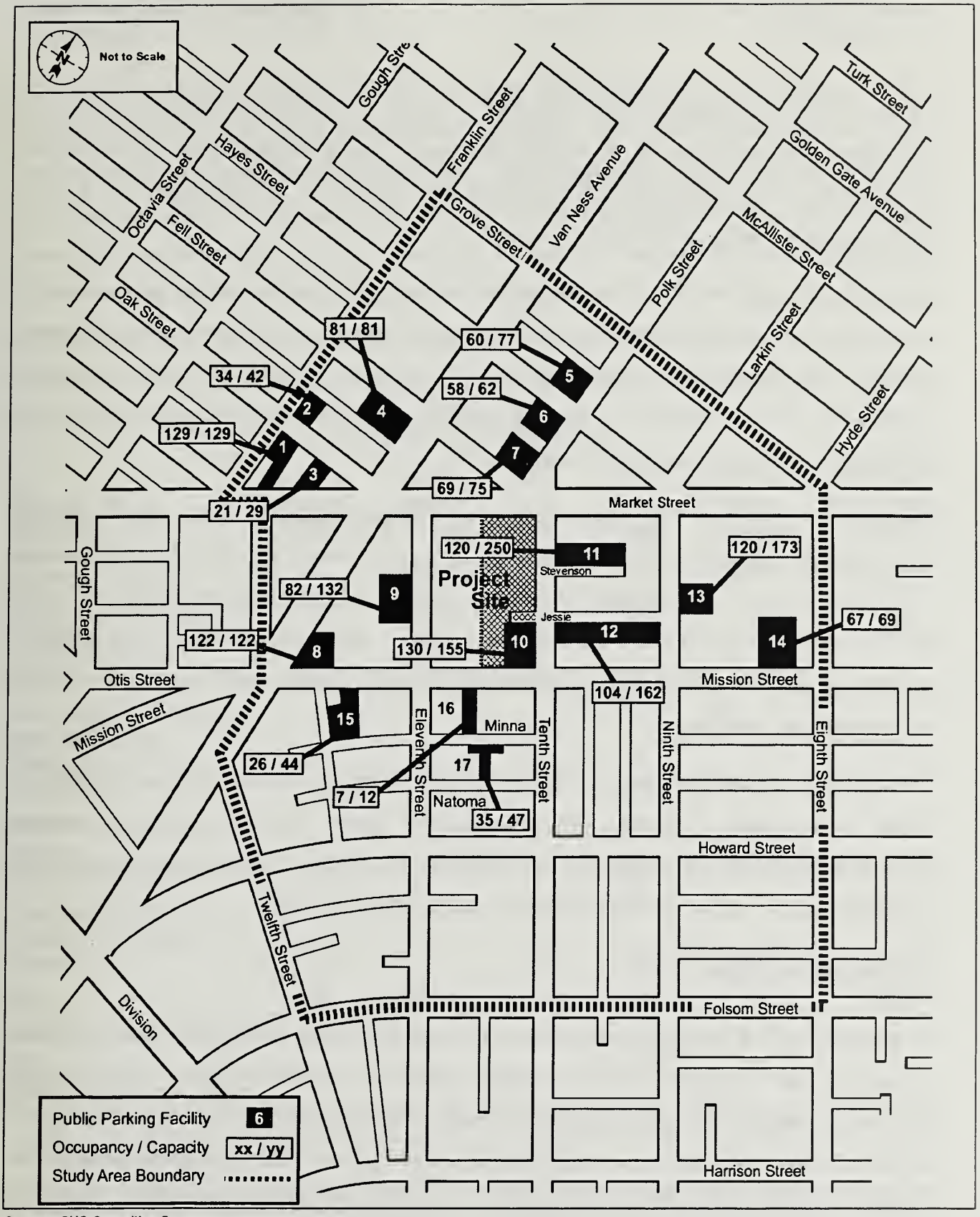
There are 17 existing public, off-street parking facilities in the study area with a total of 1,661 spaces during the weekday midday period (see Figure 21). A parking facility is considered to be effectively full when it reaches 85 percent occupancy level; above 85 percent occupancy there are parking spaces available, but people driving often have to circle the facility to find a space. During the weekday midday peak period, off-street parking in the study area operates at approximately 76 percent occupancy, or less than effective capacity. Parking facilities north of Market Street operate with less available capacity (91 percent occupancy) than facilities south of Market Street (70 percent occupancy). Facilities south of Market Street may be considered more convenient to the project site than those north of Market Street.

During the weekday evening period, several parking facilities are closed. The total number of parking spaces available in the evening is about 1,157, compared to about 1,661 during the day. Observations showed that lots and garages in the area have more available spaces in the evenings than daytime. Surveys showed that off-street facilities in the study area operate at a 17 percent occupancy during weekday evenings. Facilities south of Market Street operate at 21 percent occupancy and facilities north of Market Street operate at 13 percent occupancy during weekday evenings. It should be noted that even though cars were in some of the facilities during the evening count, not all of the facilities are open overnight.

IMPACTS

SIGNIFICANCE CRITERIA

In San Francisco, the threshold for a significant adverse impact on traffic has been established as deterioration in the level of service at a signalized intersection from LOS D or better to LOS E or F, or from LOS E to LOS F. For an intersection that operates at LOS E or F in existing conditions, there may be a significant adverse impact depending upon the magnitude



Source: CHS Consulting Group

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 21: EXISTING OFF-STREET PARKING LOCATIONS (WEEKDAY MIDDAY 1:30 PM TO 3:30 PM)

of the project's contribution to the worsening of delay. In addition, a project would have a significant adverse impact if it would cause major traffic hazards or would contribute considerably to the cumulative traffic increases that would cause the deterioration in LOS to unacceptable levels (to LOS E or F).

For transit, a project is typically considered to have a significant effect on the environment if it would cause an increase in demand on the transit system such that the PM peak hour transit operator LOS exceeds the acceptable level set by the transit operator; it would substantially conflict with transit operations; or it would cause a substantial increase in operating costs such that significant adverse transit levels could result.

San Francisco General Plan policies emphasize the importance of public transit use and discourage the provision of facilities which encourage automobile use. Therefore, the creation of parking demand, which cannot be met by existing or proposed parking facilities, would not be considered a significant environmental effect. However, the City would generally consider whether the unmet parking demand would result in other significant physical effects or in hazardous conditions.

The project would be considered to have a significant effect on the environment if it were to result in substantial pedestrian overcrowding on public sidewalks; create particularly hazardous conditions for pedestrians or bicyclists; or otherwise substantially interfere with pedestrian and bicycle accessibility of the site and to adjoining areas.

TRIP GENERATION

Trip generation for the proposed project was calculated based on the floor area of office, restaurant, and retail uses and the number of units for residential uses. Transportation calculations and analysis in this section are based on land uses (municipal office, retail, etc.) because different trip rates are assumed for each. The Mission Street Affordable Housing, for example, is referred to here as Senior Housing because that land use generates a lower trip rate than other residential uses. Table 4 presents the person trip generation for the proposed project. These new person trips were assigned to different transportation modes to determine the number of auto-person, transit, and other trips to and from the site. The office trip rate

used is for municipal office use. This trip rate is substantially higher than general private office use because visitor usage is assumed to be higher. However, municipal offices would be relocated from existing leased offices in the vicinity; therefore, daily trip rates generated by the office component may be overestimated. Mode split information for the retail (including restaurant) uses was based on the *SF Guidelines* for the C-3 District.[3] Residential mode split data were obtained from the 2000 Census for Census Tract 176.01. Table 5, p. 98, shows the new PM peak-hour person trips to and from the proposed project by mode.

TABLE 4
PROJECT PERSON TRIPS

Proposed Project Land Use	Residential Units	Gross Square Feet (gsf)	Daily Trip Rate[a]	Daily Person Trips	PM Peak Hour Percentage	PM Peak Hour Person Trips
Market Street Office	--	513,250	36.4[b]	18,682	16.2	3,027
Market Street Restaurant	--	6,000	600	3,600	13.5	486
Residential Buildings Retail	--	6,750	150	1,013	9.0	91
Senior Housing/ Mission Street Affordable Housing (Studio/one bedroom)	200	--	5.0	1,000	6.0	60
Residential/Tenth Street Housing (Studio/one bedroom)	167	--	7.5	1,253	17.3	217
Residential/Tenth Street Housing (Two/three bedrooms)	83	--	10	830	17.3	144
Total	**450**	**526,000**	**--**	**26,378**	**--**	**4,025**

Source: CHS Consulting Group, 2004.

Notes:

Totals may not add due to rounding.

a. Trips are calculated per 1,000 gsf for office and restaurant and retail uses and per unit for residential uses. Trip generation rates and the PM peak percentages for the proposed land uses were obtained from the *SF Guidelines* and from the City Planning Department.

b. The office trip rate used is for municipal office use. This trip rate is substantially higher than for general private office use because visitor usage is assumed to be higher. However, municipal offices would be relocated from existing leased offices in the vicinity; therefore, use of this figure may overestimate net vehicle trips generated by the office component.

[3] San Francisco Planning Department, *Transportation Impact Analysis Guidelines for Environmental Review*, October 2002. This document is also known as *SF Guidelines*.

TABLE 5
PM PEAK-HOUR PERSON TRIPS BY MODE

Land Use	Auto	Transit	Walk	Other	Total
Market Street Office	995	1,755	173	104	3,027
Market Street Restaurant	138	82	210	56	486
Residential Retail	26	15	39	10	90
Senior Housing	12	22	19	6	59
Other Residential	73	134	116	40	363
Total	**1,244**	**2,008**	**557**	**216**	**4,025**

Source: CHS Consulting Group, 2004.

Note: Totals may not add due to rounding.

Table 6 presents the estimated PM peak-hour vehicle trips for the proposed project. The proposed project would generate 911 new weekday PM peak-hour vehicle trips, of which 125 would be inbound to the site and about 786 would be outbound from the site.

These inbound and outbound trips were further adjusted as discussed below to reflect the redistribution of vehicles using the existing parking lot at the project site.

TABLE 6
NEW PM PEAK-HOUR VEHICLE TRIP GENERATION

Land Use	PM Peak Hour Vehicle Trips[a]	Inbound Trips[b]	Outbound Trips[b]
Market Street Office	755	40	715
Market Street Restaurant	79	37	42
Residential Buildings Retail	15	7	8
Senior Housing	9	6	3
Other Residential	52	35	18
TOTAL	**911**	**125**	**786**

Source: CHS Consulting Group, 2004.

Notes:

a. PM peak-hour vehicle trip generation is based on vehicle occupancy rates provided in the *SF Guidelines* and the 2000 Census.

b. The PM peak-hour inbound and outbound splits were derived based on percentages provided in the *SF Guidelines*.

TRAFFIC IMPACTS

The number of vehicle trips currently generated from the existing public parking lot on the site was surveyed. During the weekday PM peak hour, 43 vehicles exited and 12 vehicles entered the parking lot. These existing trips were redistributed in the street network based on space availability in nearby parking lots.

Table 7 presents the intersection level of service analysis for the existing (2003), existing-plus-project, and future cumulative (discussed below) scenarios. LOS and delay on Mission Street are presented for conditions both with and without transit lane enforcement.

TABLE 7
INTERSECTION LEVEL OF SERVICE:
EXISTING, EXISTING-PLUS-PROJECT, AND FUTURE CUMULATIVE

	Existing (2003)		Existing-Plus-Project		Future (2020) Cumulative[a]	
Intersection	Delay (seconds)	LOS	Delay (seconds)	LOS	Delay (seconds)	LOS
Market Street/Eighth Street	24.4	C	24.6	C	37.8	D
Market Street/Ninth Street	21.4	C	21.5	C	21.7	C
Market Street/Tenth Street	19.9	B	20.7	C	20.5	C
Market Street/Van Ness Ave	37.2	D	37.5	D	48.2	D
Mission Street/Tenth Street[b]	27.0/61.4	C/E	54.0/84.6	D/F	54.1/99.0	D/F
Mission Street/11th Street[b]	21.9/23.9	C/C	26.9/44.6	C/D	31.5/70.0	C/F
Mission Street/South Van Ness Avenue	***72.8***	***E***	***90.2***	***F***	***100.3***	***F***

Source: CHS Consulting Group, 2004.

Notes:

a. A peak hour factor of 0.95 was used for all future cumulative analysis (reference: Westernite Publication Vol. 56, No. 6).

b. LOS conditions are shown both under typical operating conditions and with full compliance of the bus-only lane (e.g., C/D). (The condition with full enforcement of the bus-only lane is not considered a basis for determining a significant effect.)

c. Bold italics represent a significant impact to traffic conditions.

With the existing-plus-project conditions, all intersections that currently operate at LOS D or better are expected to remain at LOS D or better with no significant changes to the delays. The intersection of Mission Street/South Van Ness Avenue would worsen from an unacceptable existing condition of LOS E to LOS F with an increase in an overall delay of

17.4 seconds per vehicle. Critical movement is defined as the lane group (the movement) that needs the most time to clear the traffic for each signal phase at an intersection. The project would add 157 vehicle trips, about 17 percent of the movement to the westbound through movement at the Mission Street/South Van Ness intersection, with about 79 seconds of delay per vehicle. This delay in the critical movement would change this intersection from LOS E with existing conditions to LOS F with existing-plus-project conditions. The project thus would have a significant contribution to unacceptable LOS F with existing-plus-project conditions. Implementation of Mitigation Measure A.1 on p. 159 would reduce this to a less-than-significant impact. However, the feasibility and potential secondary impacts of this mitigation measure would require further study. As discussed in Transit Impacts on p. 101, this mitigation measure would not be implemented if it were to have adverse affects on MUNI operations. Accordingly, intersection impacts would be assumed to be an unavoidable significant impact of the project. [4]

The traffic conditions at the intersection of Mission Street/Tenth Street would operate at LOS F with a delay of 84.6 seconds if the bus lane is fully enforced. It should be noted that the City does not consider conditions under full compliance with the bus-only lane (as shown in Table 7) as a basis for determining significant impact and the LOS results shown in the table are for informational purposes only.

There would be up to three separate driveways provided on Tenth Street for service and passenger vehicle access. One driveway would provide access to the residential and office parking lot of 313 spaces, another would provide access to the loading/service vehicle spaces, and a third would serve as egress for residential use. The total number of outbound and inbound vehicle from each driveway is not very high as it is limited by the spaces provided.

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[4] Although this EIR considers this effect to be an unavoidable significant impact, the trip generation rate used for the office component is for government office use in the *SF Guidelines*, which is substantially greater than the rate for private office use. However, the Market Street Office is intended to allow the City to consolidate existing municipal office space currently in the Civic Center area. Because the City is not expecting to add new employees overall in the Civic Center area, these former leased City offices would either be leased for private office use, converted to another use, or remain vacant. Regardless, the net impact in the Civic Center area would not be net new municipal office uses, and its accompanying high traffic generation, but would be expected to be similar to existing uses. Therefore, the assumptions in the EIR regarding trip generation are extremely conservative (i.e., worst-case) for the purposes of assessing the transportation impacts of the project.

Thus a separate queuing analysis at the driveways is not required. It is noted that the proximity of the driveways would create a potential for vehicular conflicts between entering and exiting vehicles at the vicinity of the driveways. This could cause minor delays to traffic, but would not be a significant adverse effect.

TRANSIT IMPACTS

It is estimated that the proposed project would generate 2,008 weekday PM peak-hour transit trips. Of the 2,008 transit trips, 240 would be inbound and 1,769 would be outbound. The high number of outbound trips reflects office workers heading home during the PM peak hour. The concept of screenlines is used to describe the magnitude of travel from or to the downtown area and its vicinity, and to compare estimated transit volumes to available capacities in transit corridors. Screenlines are hypothetical lines that would be crossed by persons traveling between downtown and its vicinity and other parts of the San Francisco and the region. The total trips crossing the screenline would be less than the generated trips, as there would be internal trips. For this project analysis a total of 98 trips were assigned as internal trips; effectively 1,671 transit trips were spread over all MUNI bus lines, BART, SamTrans, Caltrain, AC Transit, and Golden Gate Transit (GGT).

Project transit trips for the proposed project were distributed based on the trip distribution patterns. Since there is generally ample capacity in the inbound direction during the PM peak hour, only outbound trips (1,671) were added to the transit screenlines to estimate effects on capacity.

Table 8 shows that there is available capacity on MUNI to accommodate the additional transit trips from the proposed project. With the estimated increase in transit, all MUNI screenlines would continue to operate with available capacity. It should be noted that not all MUNI trips were assigned to the screenlines. First, only outbound MUNI trips were assigned, and 50 percent of MUNI trips were assumed to be internal trips within the district. While all of the MUNI screenlines show available capacity, some existing MUNI transit vehicles operate near or over capacities during the peak hour. Additional MUNI riders from the proposed project would worsen the current conditions for the southeast screenline. The screenline overall would be at 96 percent of capacity, however, the Third Street and Mission Street corridors of

TABLE 8
MUNI SCREENLINE ANALYSIS -
EXISTING-PLUS-PROJECT, PM PEAK HOUR CONDITIONS

Screenline	Existing Ridership	Project Trips	Existing-Plus-Project Ridership	Capacity	Capacity Utilization (percentage)
Northeast Screenline					
Kearny/Stockton Corridor	2,217	49	2,226	2,611	87
All Other Lines	946	49	995	1,706	58
Subtotal	*3,163*	*98*	*3,261*	*4,317*	*76*
Northwest Screenline					
Geary Corridor	2,509	195	2,704	2,942	92
All Other Lines	5,956	65	6,021	6,989	86
Subtotal	*8,465*	*260*	*8,725*	*9,931*	*88*
Southeast Screenline					
Third Street Corridor	424	184	608	595	102
Mission Corridor	1,168	184	1,352	1,325	102
All Other Lines	1,982	0	1,982	2,170	91
Subtotal	*3,575*	*367*	*3,942*	*4,090*	*96*
Southwest Screenline					
Subway Lines	5,259	141	5,400	5,891	92
All Other Lines	1,409	47	1,456	1,830	80
Subtotal	*6,668*	*188*	*6,857*	*7,721*	*89*
ALL SCREENLINES	**21,871**	**913**	**22,785**	**26,059**	**87**

Sources: Wilbur Smith Associates, July 2001; and CHS Consulting Group, 2004.

Note:

Totals may not add due to rounding.

the southeast screenline would be at 102 percent during peak travel times, resulting in a significant impact on MUNI operations. (As stated in footnote 4, above, the use of trip generation rates for government office uses conservatively analyzes the net change in transportation effects on MUNI lines serving the Civic Center area.) Because the Market Street Office is a government-use building, it would not be subject to the Transit Impact

Development Fee, which would otherwise be used to reduce this impact. Such a mitigation measure would be considered infeasible; therefore, the project would have an unavoidable significant effect on transit.

Transit trips bound for the East Bay, North Bay, South Bay, and other areas were assigned to regional transit screenlines. The proposed project would add an estimated 758 new regional transit trips during the peak hour distributed to different transit facilities. Table 9 shows the regional transit screenline analysis with available capacity to accommodate the additional transit trips generated by the proposed project, except for BART to the East Bay. Ridership of BART to East Bay runs over capacity with existing conditions. Although there would be a substantial increase in ridership, it would be distributed across the various transit facilities, resulting in a less-than-significant impact on transit.

PEDESTRIAN IMPACTS

During the weekday PM peak hour, the proposed project would generate a total of 2,565 net new PM peak-hour pedestrian trips (2,008 transit, 557 pedestrian). Approximately 87 percent of these pedestrian trips would be generated from the Market Street Office. It is expected that most of these new pedestrian trips would occur on Market Street, as the main pedestrian entrance to the building as well as to BART, MUNI, and the MUNI Metro are all on Market Street. Market Street sidewalks would be able to accommodate the additional pedestrian volumes.

Pedestrian trips generated from the Tenth Street Housing and Mission Street Affordable Housing would be relatively low and would be distributed over Mission, Tenth, and Market Street sidewalks, which could accommodate the increase.

Due to the high concentration of transit services in the study area, the transit-related pedestrian trips would likely occur within a block or two of the project site. It is not anticipated that additional pedestrian trips generated by the proposed project would cause significant impacts.

TABLE 9
REGIONAL PROVIDER SCREENLINE ANALYSIS - EXISTING-PLUS-PROJECT PM PEAK HOUR

Transit Provider	Ridership	Project Ridership	Existing-Plus-Project Ridership	Capacity[a]	Capacity Utilization (percentage)
East Bay					
BART	17,537	217	17,754	14,560	122
AC Transit	3,143	204	3,347	4,896	68
Ferry	646	0	646	1,629	40
Subtotal	*21,326*	*421*	*21,747*	*21,085*	*103*
North Bay					
GGT buses	3,132	54	3,186	5,339	60
GGT ferries	755	40	795	2,410	33
Subtotal	*3,887*	*94*	*3,981*	*7,749*	*51*
South Bay					
BART	3,157	92	3,249	10,360	31
Caltrain	1,900	76	1,976	2,900	68
SamTrans	785	76	861	1,083	79
Subtotal	*5,842*	*243*	*6,085*	*14,343*	*42*
TOTAL[b]	**31,055**	**758**	**31,813**	**43,177**	**74**

Source: SF Guidelines.

Notes:

a. Capacity based on the number of seats per transit vehicle.

b. Totals may not add due to rounding.

BICYCLE IMPACTS

The project would generate an increase in the eastbound right-turn traffic vehicle volume on Market Street. This would increase the potential vehicle/pedestrian/bicycle conflict at this location, but it is not anticipated that the proposed project would have a significant adverse impact on bicycle conditions in the study area. Most bicyclists would be expected to continue using the existing bicycle lanes and routes in the study area.

A group of City and regional agencies, transportation advocacy groups, and environmental groups has recently obtained funding to finance a transportation, safety, and access study for Market Street east of Van Ness Avenue. The preliminary scope proposes the development of transportation improvement alternatives based on community involvement. Improvements developed in that study may improve bicycle access and safety to the project vicinity as well.

PARKING IMPACTS

Parking Requirements

Table 10 compares the proposed project's parking supply to the *Planning Code* requirements. *Planning Code* Section 161(c) specifies requirements for the C-3 District. The proposed project would not be required to provide any space for retail, restaurant, and office uses and would be required to provide 73 spaces for residential use. The proposed project would provide 230 spaces of parking for residents. There would be 83 spaces in the Market Street Office, which would generally be reserved for City vehicles. The total 313 spaces would result in 96 spaces more than normally permitted as accessory parking for the office, residential, retail, and restaurant uses. The project sponsor intends to request that the Planning Commission find such spaces in excess of accessory parking amounts to be necessary pursuant to *Planning Code* Section 309.

Bicycle and handicapped accessible parking would also be required. Section 155(i) of the *Planning Code* requires that one space of disabled parking be designated for each 25 off-street spaces provided, and Section 155(j) states that one bicycle space be supplied for each 20 off-street parking spaces provided. The proposed project would provide approximately 140 bicycle spaces, of which 108 would be for the Market Street Office, 22 for the Tenth Street Housing, and 13 for the Mission Street Affordable Housing. More than 13 disabled-accessible parking spaces would also be provided and would meet *Planning Code* requirements for bicycle and accessible parking. Section 155 also stipulates that the office portion of the proposed project be required to provide four showers and eight clothes locker facilities for use by employees, and the project sponsor would provide such facilities.

TABLE 10
OFF-STREET PARKING REQUIREMENTS

Use	Size	Code	Requirement	Max. Allowed[a]	Supply	Difference
Market Street Office	513,250 gsf	161(c)	0	107[b]	83	-24
Market Street Restaurant	6,000 gsf	161(c)	0	--	0	0
Residential Retail	6,750 gsf	161(c)	0	--	0	0
Senior Housing	200 units	1/20	10	110	230	120
Other Residential (Studio/one-bedroom)	167 units	1/4	42			
Other Residential (Two-/three-bedroom)	83 units	1/4	21			
TOTAL			**73**	**217**	**313**	**96**

Sources: CHS Consulting Group, 2004; and *San Francisco Planning Code.*

Notes:

gsf = gross square feet

a. Maximum number of parking spaces allowed without Conditional Use approval equals requirement parking plus accessory parking allowed as of right.

b. Maximum number of parking spaces allowed for the office use is calculated based on the 7 percent of the total gsf of the office building (*Planning Code* Section 204.5(c)).

Parking Demand

Table 11 compares the estimated parking demand for the proposed project to the proposed parking supply. Parking demand would exceed the parking supply by 974 spaces. The office, retail, and restaurant components of the proposed project would generate a demand for 783 parking spaces. The proposed project would provide 83 spaces, which would generally be reserved for City vehicles. There would be a deficit of 700 spaces (627 from office use, 54 spaces from restaurant use and 19 from the retail use). The residential components of the proposed project would generate a demand for 349 spaces. The proposed project would supply 230 residential parking spaces and thus fall short of demand by 119 spaces.

TABLE 11
PROJECT PARKING DEMAND

Use	Long-term	Short-term	Total Demand	Supply	Difference
Market Street Office	498	212	710	83	-627
Market Street Restaurant	4	50	54	0	-54
Residential Retail	5	14	19	0	-19
All Residential	349	0	349	230	-119
Existing Parking Lot	--	--	155	0	-155
TOTAL	**856**	**276**	**1,287**	**313**	**-974**

Source: CHS Consulting Group, 2004.

As discussed previously, parking demand for any land use is estimated based on rates provided in the *SF Guidelines*. It is expected that the actual demand for the proposed project could potentially be lower than the calculated demand due to its close proximity to BART, MUNI (buses, streetcars, and light rail), SamTrans, and Golden Gate Transit.

The existing off-street parking facilities in the study area operate with some available capacity (76 percent occupied or approximately 396 spaces available during the midday, and 17 percent occupied or 1,459 spaces available during the evening). The unmet residential demand (119 spaces) would be expected to be accommodated by these facilities.

The existing parking lot with 155 spaces (including valet parking) at the project site would cease operation. This existing occupancy, with an average of 130 users during the day and about eight users at night, serves adjacent uses who lease on a monthly basis and short-term public demand. Once project construction has begun it is reasonable to assume that the existing users of the parking lot would be dispersed to other parking facilities in the area.

Under California Public Resources Code Section 21060.5, "environment" means "the physical conditions which exist within the area which would be affected by a proposed project, including land, air, water, minerals, flora, fauna, noise, and objects of historic or aesthetic

significance." Parking supply is not considered to be a part of the permanent physical environment in San Francisco. Parking conditions are not static, as parking supply/demand varies from day to night, from day to day, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel. Therefore, parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA.

Parking deficits may be associated with secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality, or noise effects caused by congestion. However, as noted above, in the experience of San Francisco transportation planners, the absence of a ready supply of parking spaces combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot), and a relatively dense pattern of urban development may induce drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service in particular would be in keeping with the City's Transit First policy.

Additionally, regarding potential secondary effects, drivers circling and looking for a parking space in areas of limited parking supply is typically a temporary condition, often offset by a reduction in vehicle trips due to others who are aware of constrained parking conditions in a given area. Hence, any secondary environmental impact that may result from a shortfall in parking in the vicinity of the proposed project would likely be minor and difficult to predict.

Thus, a parking shortage is not considered to be a permanent condition and is also not considered to be a physical environmental impact even though it is understood to be an inconvenience to drivers. Therefore, the creation of or an increase in parking demand resulting from a proposed project that cannot be met by existing or proposed parking facilities would not itself be considered a significant environmental effect under CEQA. In the absence of such physical environmental impacts, CEQA does not require environmental documents to propose mitigation measures solely because a project is expected to generate parking shortfalls.

LOADING IMPACTS

Loading Requirements

Loading requirements for the proposed project were calculated based on the *San Francisco Planning Code,* Sections 152.1 and 153(a)(1). Based on the *Planning Code*, the proposed project would be required to provide eight off-street loading spaces.

The proposed project would provide five full-sized loading spaces and four service vehicle spaces, or nine total spaces. Five full-sized loading spaces and two of the service vehicle spaces would have a common loading area and would be accessed from one or more service driveways on Tenth Street. Loading spaces for residential use would be provided in the northwest corner of the service court. The loading spaces would meet the minimum required dimensions of 12 feet by 35 feet with a vertical clearance of 14 feet. Van/service vehicle spaces would be 8 feet by 20 feet as required.

Under Section 153(a) of the *Planning Code*, two service vehicle spaces can be substituted for one full-sized loading space if at least 50 percent of the code requirements are met. Thus, the two service vehicle spaces proposed for office and residential uses, respectively, would count as one full-sized loading space for each use. The project would not include one full-sized space for retail use and would not meet the *Planning Code* requirement. The project sponsor would seek an exception to loading requirements pursuant to *Planning Code* Section 309.

Loading Demand

Table 12 shows the loading demand for the proposed project, calculated based on the methodology and assumptions in the *SF Guidelines*. The proposed project would generate approximately 140 daily truck trips, which equals a peak-hour loading demand of approximately eight spaces (nine total spaces, as noted above).

TABLE 12
PROJECT LOADING DEMAND

Use	Gross Square Feet (gsf)	Daily Truck Trips	Peak-Hour Demand	Average-Hour Demand
Market Street Office	513,250	108	6.24	4.99
Market Street Restaurant	6,000	22	1.25	1.00
Residential Retail	6,750	1	0.09	0.07
Residential Housing	316,000	9	0.55	0.44
Total	**842,000**	**140**	**8**	**6**

Source: CHS Consulting Group, 2004.

Of the total loading demand, five of the six average-hour (8:00 a.m. to 5:00 p.m.) spaces would be for the Market Street Office. The proposed project would provide seven equivalent off-street loading spaces (five full-sized and four service spaces), and thus would not satisfy peak-hour demand on those occasions when there would be more than five full-sized vehicles. Overall, the nine total spaces would meet loading demands of the project. Therefore, loading demand would not be an adverse effect.

Loading Operations

Trucks destined to the project site would use either the off-street service court or the loading spaces in the garage. Both of these service areas could be accessed from one or more driveways on Tenth Street. Trucks entering the service court (via the service driveway) would drive into the maneuvering area and back into one of the four loading spaces. All loading spaces would have easy maneuver for access. Access to the loading space for the residential use would be constricted due to insufficient space on the north side. Drivers would be able to back in with two or more maneuvers. Service spaces for garbage trucks would also be accessed from the service driveway. Other service spaces would be provided within the off-street parking and would be accessed through the parking lot driveway. Maneuvering area provided within the service court would be sufficient to accommodate truck movements without disrupting traffic on Tenth Street.

CONSTRUCTION EFFECTS

Potential short-term construction impacts generated by the proposed project are addressed. Impacts associated with construction activities generally are not considered significant, as they are temporary and short term. Construction impacts are discussed with respect to the following:

- Traffic due to possible lane closures and truck routing
- Parking supply
- Pedestrian pathways due to sidewalk closures
- MUNI bus operations due to lane closures.

Project construction is estimated to begin upon receipt of final project approvals in 2005. Construction would be completed in approximately 24 months. Although some project elements may be constructed outside this 24-month window, simultaneous construction of all project components represents worst-case construction impacts.

Months 1–2, Demolition

During demolition, approximately 4,500 cubic yards of material would be removed from the site. There would be about 10 to 20 trucks with 10 to 15 workers going to the site per day.

Months 2–6, Excavation

During excavation, approximately 40,000 cubic yards of material would be removed, and 20 to 40 truck trips with approximately 15 to 25 workers per day would occur at the project site.

Months 6–8, Foundation

During the foundation work, approximately 14,000 cubic yards of material would be removed, and there would be approximately 15 to 25 trucks traveling to and from the site a day with approximately 35 to 60 workers.

Months 8–20, Framing

During framing, there would be approximately 20 to 40 truck trips per day traveling to and from the site, with approximately 75 to 250 workers.

Months 20–24, Interior

During this finishing stage, approximately 25 to 50 trucks would travel to the site a day with approximately 150 to 300 workers.

Construction equipment would be stored on site as well as on sidewalk and street space. Materials would be stored off site. A 12-foot-wide portion of the sidewalk on Market, Mission, and Tenth Streets for the length of approximately 950 feet would be required for the entire 24 months of construction. Construction workers would need to find parking in nearby streets, or the project sponsor would make off-street parking arrangements on site or in the area. The final four months of construction would have the greatest impact on parking in the project vicinity. The project sponsor indicates that 8 to 12 feet of street space would be required on Mission and Tenth Streets for the construction period. The City typically does not allow more than 8 feet of street space for off-street construction use. If the proposed project were to require 12 feet of street space, then special permission would be necessary, and a pedestrian pathway would need to be provided during the times when sidewalks were closed.

The existing lanes designated for MUNI services on Mission Street during peak hours is about 17 feet wide. Blocking 8 feet of traffic lane space for construction would leave only 9 feet for MUNI buses. The City would need to review and provide a permit for such closure of traffic lane space. No MUNI bus stop locations would need to be relocated during construction.

IMPACTS OF JESSIE STREET CLOSURE

Jessie Street, which would be vacated as part of the project, carries no significant traffic, transit, or pedestrian use; therefore, its closure would have no significant transportation effects. On-street parking is allowed on the north side of Jessie Street; currently there are four one-hour, non-metered parking spaces, two of which are for handicapped parking. The project would remove these spaces. As noted in the Parking Demand section, above, parking

deficits are not considered a significant environmental effect under CEQA. While mitigation measures are not required, Parking Improvement Measures are recommended in Section IV of this document.

CUMULATIVE ANALYSIS (2020)

Future cumulative conditions are based on growth rates derived from the *Mid-Market and South-of-Market Redevelopment Area Transportation Study*.[5] Adjustments were made to traffic volumes based on the trip generation from a municipal office, which is almost four times that of a general office. Previous studies considered a general office use; thus the increase in trips was added to the network for this analysis.

Future Cumulative Traffic Impacts

Table 7, p. 99, shows the LOS for the existing, existing-plus-project, and future (2020) cumulative conditions. Under the future cumulative conditions, all the study intersections currently operating at LOS D or better are expected to continue operating at LOS D or better with no substantial changes to the delays at any of the intersections, similar to existing-plus-project conditions. The intersection of Mission Street/South Van Ness Avenue would deteriorate from LOS E to LOS F with an increase in delay of 27.5 seconds per vehicle. The proposed project's contribution to future traffic volumes at this intersection under cumulative conditions is shown in Table 13.

TABLE 13
CUMULATIVE (2020) PROJECT CONTRIBUTIONS TO TRAFFIC GROWTH AT MISSION STREET/ SOUTH VAN NESS AVENUE

Condition	Existing Volumes	Future Cumulative Volume	Total Growth	Project Volume	Percent of Growth	Percent of Future Volume
Entire Intersection	5,160	5,836	676	238	35.2	4.1

Source: CHS Consulting Group, 2004.

[5] CHS Consulting Group, *Mid-Market and South-of-Market Redevelopment Area Transportation Study*, September 2002.

The intersection of Mission Street/South Van Ness Avenue would operate at LOS F with a delay of approximately 100.3 seconds per vehicle. The proposed project would add 35.2 percent of projected growth in volume at this intersection and would potentially contribute to a significant cumulative impact.

The proposed project would add vehicles to a critical movement at the Mission Street/South Van Ness intersection that would operate poorly (LOS F) with cumulative conditions. The project would add about 79 seconds of delay per vehicle and 157 vehicles (15 percent of the movement vehicles) to the westbound direction through critical movement, which would result in the determination of the intersection LOS F performance. Therefore, project contribution to this movement would be considered significant under cumulative conditions. Implementation of Mitigation Measure A.2 set forth in Section IV of this document would reduce this to a less-than-significant impact. However, the feasibility and potential secondary impacts of this mitigation measure would require further study. As discussed in Transit Impacts on p. 101, this mitigation measure would not be implemented if it were to have adverse effects on MUNI operations. Accordingly, the intersection impacts would be assumed to be an unavoidable significant impact of the project.

Future Cumulative Transit Impacts

MUNI Screenline Analysis

Table 14 shows the future cumulative transit screenline analysis for MUNI. For future (2020) cumulative conditions, ridership for the four MUNI screenlines are projected to increase by 19 percent and capacity by 14 percent from existing conditions. Cumulative conditions would approach capacity at all screenlines.

The proposed project would contribute approximately 21 percent to the growth in demand in all of the MUNI screenlines. The largest contribution in trips would be to the southeast screenline in the Third Street and the Mission Street corridors, which are projected to operate at 85 to 89 percent capacity, respectively. The northwest screenline in the Geary corridor would see a 48 percent growth in trips, and is projected to operate at 94 percent of future capacity utilization. The contributions to other corridors would be comparatively small. The

TABLE 14
MUNI SCREENLINE ANALYSIS -
FUTURE CUMULATIVE PM PEAK HOUR CONDITIONS

Screenline	Existing Ridership	Existing Capacity	Future Demand	Future Capacity	Future Capacity Utilization (percentage)	Growth	Project Trips	Percentage of Growth
Northeast Screenline								
Kearny/ Stockton	2,217	2,611	2,770	3,468	80	553	49	9
All Other Lines	946	1,706	911	1,596	57	(35)	49	--
Subtotal	*3,163*	*4,317*	*3,681*	*5,064*	*73*	*518*	*98*	*18*
Northwest Screenline								
Geary Corridor	2,509	2,942	2,915	3,099	94	406	195	48
All Other Lines	5,956	6,989	6,939	8,293	84	983	65	7
Subtotal	*8,465*	*9,931*	*9,854*	*11,392*	*86*	*1,389*	*260*	*19*
Southeast Screenline								
Third Street Corridor	424	595	758	893	85	334	184	55
Mission Corridor	1,168	1,325	1,497	1,685	89	329	184	56
All Other Lines	1,982	2,170	2,818	2,600	108	836	0	0
Subtotal	*3,575*	*4,090*	*5,073*	*5,178*	*98*	*1,498*	*367*	*24*
Southwest Screenline								
Subway Lines	5,259	5,891	5,927	6,188	96	668	141	21
All Other Lines	1,409	1,830	1,588	1,837	86	179	47	26
Subtotal	*6,668*	*7,721*	*7,515*	*8,025*	*94*	*847*	*188*	*22*
TOTAL	**21,871**	**26,059**	**26,123**	**29,659**	**88**	**4,252**	**913**	**21**

Source: Wilbur Smith Associates, 2001.

Notes: Capacity = design capacity x number of scheduled bus trips; Capacity utilization = passenger demand / capacity. Totals may not add due to rounding.

proposed project's contributions to growth in transit demand would not constitute a significant impact on MUNI operations.

Table 14 also shows that future capacity projected for Third Street Corridor and the Mission Corridor would be greater than current capacity, and project trips would not contribute to adverse effects on capacity. This would avoid the adverse effects on those corridors discussed above.

Regional Screenline Analysis

Table 15 shows that under future cumulative conditions, all carriers except BART would operate with sufficient capacity to accommodate demand. BART would operate at very high occupancy rates to the East Bay (129 percent) and would see a large increase in demand to the South Bay from 3,157 to 14,385 trips. The result of the high future demand would be crowded conditions on BART during the PM peak hour in the outbound direction. It is likely that this overcrowding would cause some passengers to try alternative transit modes, including Caltrain and SamTrans to the South Bay and AC Transit to the East Bay, all of which would have sufficient capacity in the future. BART staff indicated they could lengthen the trains to the South Bay to accommodate the increased demand to reduce capacity utilization to about 120 percent. The proposed project would contribute negligible amounts of riders to the growth in volumes and would not be considered as a having a significant impact on ridership.

Future Cumulative Construction Impacts

If the construction of the proposed project occurs simultaneously with other proposed projects in the area, disruptions to traffic and transit operations could potentially occur. The contractor and project sponsor would work with the Department of Public Works, the Department of Parking and Transportation, MUNI, and the project sponsors of neighboring projects to coordinate construction schedules so that impacts may be minimized.

TABLE 15
REGIONAL PROVIDER SCREENLINE ANALYSIS -
FUTURE CUMULATIVE PM PEAK HOUR

Transit Provider	Existing Ridership	Existing Capacity	Future Demand	Future Capacity[a]	Future Capacity Utilization (percentage)	Growth	Project Trips	Percentage of Growth
East Bay								
BART	17,537	14,560	25,294	19,600	129	7,757	217	3
AC Transit	3,143	4,896	5,472	7,320	75	2,339	204	9
Ferry	646	1,629	1,932	2,808	69	1,286	0	0
Subtotal	*21,326*	*21,085*	*32,698*	*29,728*	*110*	*11,372*	*421*	*4*
North Bay								
GGT buses	3,132	5,339	4,384	5,339	82	1,252	54	4
GGT ferries	755	2,410	1,127	2,710	47	372	40	11
Subtotal	*3,887*	*7,749*	*5,511*	*8,049*	*71*	*1,624*	*94*	*6*
South Bay								
BART	3,157	10,360	14,385	10,360	139	11,228	92	1
Caltrain	1,900	2,900	4,000	5,800	69	2,100	76	4
SamTrans	785	1,083	1,100	1,300	85	315	76	24
Subtotal	*5,842*	*14,343*	*19,485*	*17,460*	*112*	*13,643*	*243*	*2*
TOTAL	**31,055**	**43,177**	**57,694**	**55,237**	**104**	**24,182**	**734**	**3**

Source: Wilbur Smith Associates, 2001

Notes:

Totals may not add due to rounding.

a. Capacity based on the number of seats per transit vehicle.

D. AIR QUALITY

SETTING

APPLICABLE PLANS AND REGULATIONS

Ambient Air Quality Standards

Federal, state, and local laws and regulations form the foundation for controlling air pollution in the United States. The federal Clean Air Act, including amendments of 1990, and the California Clean Air Act of 1988 specify that federal and state regulatory agencies set upper limits on the airborne, or ambient, concentrations of six criteria air pollutants. National ambient air quality standards exist for ozone, carbon monoxide (CO), nitrogen dioxide (NO_2), sulfur dioxide (SO_2), particulate matter and lead.[1] Reactive organic gases (ROG) and nitrogen oxides (NO_x) are also regulated as precursor contaminants that react in the atmosphere to form ozone, and particulate matter is regulated as inhalable particulate matter ten microns or smaller in diameter (PM_{10}).

Federal and state air quality standards for these pollutants, presented in Table 16, are upper limits designed to protect all segments of the population including those most susceptible to the pollutants' adverse effects (e.g., children, the elderly, people weak from illness or disease, or persons doing heavy work or exercise).

Air Quality Management Plans

The federal Clean Air Act, as amended, and the California Clean Air Act provide the legal framework for attaining and maintaining the ambient air quality standards. Both the federal and state acts require that the California Air Resources Board designate as "nonattainment areas" portions of the state where federal or state ambient air quality standards are not met. Where a pollutant exceeds standards, air quality management plans must be formulated that

[1] National ambient air quality standards have been established for criteria pollutants, named for the criteria documents that justify their regulation.

TABLE 16
STATE AND FEDERAL AMBIENT AIR QUALITY STANDARDS

Pollutant	Averaging Time	California Standard[a,c]	Federal Standard[b]	
			Primary[c,d]	Secondary[c,e]
Ozone	1-hour	0.09 ppm (180$\mu g/m^3$)	0.12 ppm (235 $\mu g/m^3$)	Same as Primary
	8-hour	---	0.08 ppm (160 $\mu g/m^3$)	Same as Primary
Carbon Monoxide	1-hour	20.0 ppm (23 mg/m^3)	35 ppm (40 mg/m^3)	---
	8-hour	9.0 ppm (10 mg/m^3)	9.0 ppm (10 mg/m^3)	---
Nitrogen Dioxide	1-hour	0.25 ppm (470 $\mu g/m^3$)	---	---
	Annual Avg	---	0.053 ppm (100 $\mu g/m^3$)	Same as Primary
PM_{10}	24-hour	50 $\mu g/m^3$	150 $\mu g/m^3$	Same as Primary
	Ann Geo Mn	20 $\mu g/m^3$	---	---
	Ann Arith Mn	---	50 $\mu g/m^3$	Same as Primary
$PM_{2.5}$	24-hour	---	65 $\mu g/m^3$	Same as Primary
	Ann Arith Mn	12$\mu g/m^3$	15 $\mu g/m^3$	Same as Primary
Sulfur Dioxide	1-hour	0.25 ppm (655 $\mu g/m^3$)	---	---
	3-hour	---	---	0.5 ppm (1,300 $\mu g/m^3$)
	24-hour	0.04 ppm (105 $\mu g/m^3$)	0.14 ppm (365 $\mu g/m^3$)	---
	Ann Arith Mn	---	0.03 ppm (80 $\mu g/m^3$)	---
Sulfates	24-hour	25 $\mu g/m^3$	---	---
Lead	30-day Avg	1.5 $\mu g/m^3$	---	---
	Calendar Qtr	---	1.5 $\mu g/m^3$	Same as Primary
Hydrogen Sulfide	1-hour	0.03 ppm (42 $\mu g/m^3$)	---	---
Visibility Reducing Particles	8-hour observation	Extinction coefficient of 0.23 per kilometer[f]	---	---

Source: Bay Area Air Quality Management District. *CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans,* April 1996, revised December 1999.

Notes: --- = no standard; ppm = parts per million; $\mu g/m^3$ = microgram per cubic meter; mg/m^3 = milligrams per cubic meter; Avg = average; Ann = annual; Arith = arithmetic; Geo = geometric; Mn = mean; Qtr = quarter.

a. California standards for ozone, CO, SO_2, NO_2, and PM_{10} and visibility reducing particles are values that are not to be exceeded. California ambient air quality standards are listed in the Table of Standards in Section 70200 of Title 17 of the California Code of Regulations. In addition, Section 70200.5 lists vinyl chloride under standards for hazardous substances.

b. The form of the national standards (i.e., how the standard is applied) varies from pollutant to pollutant. For further information, 40 CFR Part 50 includes the relevant form for each federal standard.

c. Concentrations are expressed first in units in which they were promulgated. Equivalent units given in parentheses are based upon reference temperature of 25° Centigrade and a reference pressure of 760 mm of mercury. All measurements of air quality are to be corrected to a reference temperature of 25° Centigrade and a reference pressure of 760 mm of mercury (1,013.2 millibar). Parts per million (ppm) in this table refers to ppm by volume or micromoles of pollutant per mole of gas.

d. Primary Standards: the levels of air quality necessary, with an adequate margin of safety, to protect the public health. Each state must attain the primary standard no later than three years after that state's implementation plan is approved by the U.S. EPA.

e. Secondary Standards: the levels of air quality necessary to protect the public welfare from any known or anticipated adverse effects of a pollutant. Each state must attain the secondary standard within a "reasonable time" after the implementation plan is approved by U.S. EPA.

f. Prevailing visibility is defined as the greatest visibility which is attained or surpassed around at least half of the horizon circle, but not necessarily in continuous sectors. Visibility standard is expressed in terms of extinction due to particles when the relative humidity is less than 70 percent.

demonstrate how the standards will be achieved. These laws also provide the basis for the implementing agencies to develop mobile and stationary source performance standards.

The Bay Area Air Quality Management District (BAAQMD) is primarily responsible for planning, implementing, and enforcing the federal and state ambient standards in the Bay Area. United States Environmental Protection Agency (EPA) approval of the *1982 Bay Area Air Quality Plan* (*1982 Plan),* which indicates how the BAAQMD will implement federal air quality requirements, resulted in the *1982 Plan* being incorporated into the *State Implementation Plan.* The region's *State Implementation Plan* is a compilation of plan components and air pollution control regulations that when taken together are designed to enable the region to attain and maintain the federal standards. Along with the BAAQMD, the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments also contribute to the *State Implementation Plan.* The BAAQMD updated the *1982 Plan* and adopted the *Bay Area '91 Clean Air Plan* to implement the requirements of the California Clean Air Act of 1988. As required by the California Clean Air Act and subsequent 1992 amendments, the BAAQMD also prepared the *1994 Clean Air Plan Update*, the *Bay Area '97 Clean Air Plan*, and the *Bay Area 2000 Clean Air Plan.*

As of 2000, the state ozone and PM_{10} standards were exceeded (violated) in the region. To meet the state ozone standard, the BAAQMD adopted the *2000 Clean Air Plan* on December 20, 2000, and submitted it to the California Air Resources Board (ARB) as required by the California Clean Air Act. The *2000 Clean Air Plan* includes a control strategy review to ensure that the plan continues to include "all feasible measures" to reduce ozone. No state plan is required to meet state PM_{10} measures.

In 1998, the Bay Area was redesignated as a nonattainment area for the federal ozone standards. Under the EPA's direction, the BAAQMD prepared and submitted the *Bay Area Ozone Attainment Plan* in June 1999 (*1999 Plan*) as a revision to the *State Implementation Plan*. This attainment plan was partially rejected by the EPA. The parts of the *1999 Plan* that were disapproved include ozone attainment assessment, consistency of regional transportation plans and programs with air quality attainment plans, and the Reasonably Available Control Measure demonstration. In response to the EPA's disapproval of the *1999 Plan*, a *Bay Area*

2001 Ozone Attainment Plan (*Final Plan*) was prepared in June 2001 by the BAAQMD, MTC, and the Association of Bay Area Governments. The *Final Plan* was initially rejected by the California ARB prior to its submittal to the EPA, but was approved with addenda in 2001. On February 14, 2002, the EPA determined that the motor vehicle emission budgets in the *Final Plan* were adequate for conformity purposes.

The *State Implementation Plan* measures for reducing emissions of reactive organic compounds and nitrogen oxides affect all source categories. Emissions limitations are imposed upon sources of air pollutants by rules and regulations promulgated by the federal, state, or local agencies. Mobile sources of air pollutants are largely controlled by federal and state agencies through emission performance standards and fuel formulation requirements. The BAAQMD regulates stationary sources through its permitting and compliance programs. The BAAQMD is responsible for implementing stationary source performance standards and other requirements of federal and state laws.

Local environmental plans and policies also recognize community goals for air quality. The *San Francisco General Plan* includes the 1997 Air Quality Element.[2] The objectives specified by the City include the following:

- Objective 2: Reduce mobile sources of air pollution through implementation of the Transportation Element of the *General Plan*.
- Objective 3: Decrease the air quality impacts of development by coordination of land use and transportation decisions.
- Objective 5: Minimize particulate matter emissions from road and construction sites.
- Objective 6: Link the positive effects of energy conservation and waste management to emission reductions.

[2] City and County of San Francisco, Planning Department, Air Quality - An Element of the General Plan of the City and County of San Francisco, July 1997, updated in 2000.

AIR QUALITY CONDITIONS

Climate

The San Francisco Bay Area's regional meteorological conditions are cool and dry in the summers and mild and moderately wet in the winters. A daytime sea breeze provides fresh air to the Bay Area, but also tends to cause temperature inversions by positioning cool surface air underneath warmer upper-air. The inversions limit vertical motion of pollution and cause pollution potential to be the highest in the sheltered valleys throughout the region and in the subregions that are not directly affected by the marine air entering through the Golden Gate.[3]

Regional and Local Air Quality

The nine-county San Francisco Bay Area Air Basin has a history of recorded violations of federal and state ambient air quality standards for ozone, carbon monoxide, and inhalable particulate matter. Since the early 1970s, the Bay Area has made progress toward controlling these pollutants. The area is now in attainment with all state and federal standards except those for ozone and PM_{10}. The Bay Area is an ozone nonattainment area for state and federal purposes. Although the Bay Area does not meet the state standard for PM_{10}, it meets the federal standard.

The criteria air pollutants for which national and state standards have been promulgated (and that are most relevant to air quality planning and regulation in the Bay Area) are ozone, fine suspended particulate matter, and carbon monoxide.

The BAAQMD operates air quality monitoring stations in San Francisco at 10 Arkansas Street (at the foot of Potrero Hill) and at 939 Ellis Street (near the Civic Center). Either location would be representative of conditions in the project vicinity; however, the Ellis Street station monitors only carbon monoxide. Peak carbon monoxide concentrations observed at the Ellis Street station tend to be higher than those observed at Arkansas Street. Ozone, carbon monoxide, and particulate matter data at the Arkansas Street station show the following:

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[3] BAAQMD, *BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans,* April 1996, Revised December 1999, Appendix D.

- During the period of 2000 through 2002, the state and federal 1-hour and 8-hour ozone standards were not exceeded on any day at the Arkansas Street station.
- During the period of 2000 through 2002, the state 24-hour PM_{10} standard was exceeded in no more than 10 percent of the samples per year, the federal 24-hour standard was not exceeded at all, and the state and federal annual standards were not exceeded at all. The federal standards were not exceeded in the Bay Area.

The regional and local air quality data show that the region has made considerable progress toward meeting the state and federal standards. At this time, the region does not meet ozone standards, and violations of the state and federal standards for ozone continue to persist. Pollutants tend to be carried away from San Francisco into the more sheltered areas of the region and cause violations of the standards there. Therefore, regional benefits would occur with efforts to control San Francisco's emissions.

EXISTING LOCAL AIR QUALITY

The emission sources that currently exist in the project area are traffic-related; most notable are the heavy volumes of traffic along Market, Mission, Eighth and Ninth Streets. Emissions due to traffic congestion dominate the localized air quality in the vicinity of the project area. Existing land uses surrounding the project vicinity constitute minor sources of air emissions (e.g., water heaters, ventilation equipment) from residential, office, and commercial activity.

Land uses in the vicinity of the project include residential, retail, hotel, office, institutional, and parking. Motor vehicles are the primary source of pollutants in the downtown area. Traffic-congested roadways and intersections have the potential to generate localized high levels of CO. Localized areas where ambient concentrations exceed national and/or state standards for CO are termed CO "hotspots." These hotspots can become a problem if people are exposed to the high concentrations for long periods of time (i.e., one hour or more when compared to the national and state 1-hour standards and eight hours or more when compared with the national and state 8-hour standards). The national 1-hour standard is 35.0 parts per million (ppm), and the state 1-hour standard is 20.0 ppm. The 8-hour national and state standards are 9.0 ppm and 9.0 ppm, respectively.

EXISTING SITE EMISSIONS

Land uses such as schools, children's day care centers, hospitals, and convalescent homes are considered more sensitive than the general public to poor air quality because the population groups associated with these uses have increased susceptibility to respiratory distress. Persons engaged in strenuous work or exercise also have increased sensitivity to poor air quality. Residential areas are considered more sensitive to air quality conditions than commercial and industrial areas, because people generally spend longer periods of time at their residences, resulting in greater exposure to ambient air quality conditions. Recreational uses are also considered sensitive, due to the greater exposure to ambient air quality conditions, and because the presence of pollution detracts from the recreational experience.

In general, the Mid-Market Project Area is transitioning from low- and mid-rise commercial and industrial uses to high-density office and residential development. Most of the buildings fronting Market and Mission Streets are characterized by low- to high-rise commercial buildings that have ground-floor retail space and are built out to the sidewalk and property lines. Sensitive uses in this area predominantly consist of residential and cultural/institutional uses associated with the Civic Center. In addition, north of the project site, the Civic Center Plaza (under the jurisdiction of the Recreation and Park Department) is a major open space for public assembly and recreational uses, and the United Nations Plaza is a public open space connecting the Civic Center to Market Street. There are no schools, convalescent homes, or hospitals in the immediate project vicinity.

IMPACTS

SIGNIFICANCE CRITERIA

The *BAAQMD CEQA Guidelines* identifies significance criteria to assist lead agencies in evaluating potential air quality impacts of projects. The City of San Francisco utilizes these criteria when evaluating proposed development projects and plans. As such, the proposed project may result in significant air quality impacts if it (1) causes localized CO concentrations near congested intersections to exceed national and/or state standards or makes a cumulatively considerable contribution to CO concentrations that exceed standards without the project, (2)

generates new sources of operational emissions that generate 80 pounds per day of ROG, NOx, or PM_{10} or causes CO concentrations to exceed the ambient standards or more than 550 pounds per day of emissions, or (3) generates objectionable odors affecting a substantial number of people.

PROJECT EFFECTS

Construction Effects

Demolition of existing buildings and office construction as part of the proposed project are estimated to begin in 2005. Construction of office space would be completed in approximately 24 months. Residential construction would also begin in 2005, but the overall schedule is subject to the availability of funding. Construction for both office and residential construction would involve excavation and grading to accommodate the new buildings and surface improvements. The new buildings would then be constructed and readied for use.

Construction activities would generate airborne dust that could temporarily adversely affect the surrounding area. The principal pollutant of concern would be PM_{10}. The *BAAQMD CEQA Guidelines* recommends the use of an analytical or qualitative approach to evaluate construction emissions, rather than a quantitative estimate. Because construction-related PM_{10} emissions primarily affect the area surrounding a project site, the BAAQMD recommends that all dust control measures that the BAAQMD considers feasible, depending on the size of the project, be implemented to reduce the localized impact to the maximum extent. Mitigation measures set forth in the Initial Study, Appendix A, p. A-49, and in Section IV of this document, are consistent with Objective 5 of the *San Francisco General Plan* Air Quality Element, and would be implemented in accordance with the BAAQMD's recommended construction control measures and standard City practices. With implementation of these measures, construction activities associated with the proposed project would not violate any air quality standard or contribute substantially to an existing or projected air quality violation. This is a less-than-significant significant impact.

Construction activities could also generate airborne odors associated with the operation of construction vehicles (e.g., diesel exhaust) and the application of architectural coatings.

However, diesel exhaust emissions can be minimized by implementing the mitigation measures noted in Section IV of this document, and by placing stationary sources of diesel exhaust emissions (e.g, diesel-powered portable generators or air compressors) as far away from the project's property line and sidewalks as possible. In addition, the application and use of architectural coatings are regulated by the BAAQMD.[4] As such, implementation of the recommended construction equipment exhaust mitigation measures and compliance with the BAAQMD's regulations regarding architectural coatings would reduce these impacts to a less-than-significant level.

Operational Effects

When completed, the proposed project would include approximately 513,250 gsf of office (a net increase of 346,550 gsf office space), 133,300 gsf of parking (a net increase of 109,300 gsf of parking space), 316,000 gsf of residential; 12,750 gsf of retail; 31,750 gsf of lobbies, mechanical, and storage uses; 24,000 gsf of residential open space; and 10,000 gsf of public open space uses. The proposed project would generate about 911 net new daily vehicle trips during the PM peak hour by the residents, workers, and visitors to the project. The net increase in daily operational emissions (the proposed project's vehicle trips minus existing vehicle trips) has been calculated using the URBEMIS 2001 emissions model and the traffic volumes predicted for the project in the *Tenth/Mission/Market Street Project Transportation Study*.[5] The results of this analysis are presented in Table 17 along with the thresholds of significance recommended by the BAAQMD.[6] As shown, the net increase in daily operational emissions would not exceed the recommended thresholds. Therefore, this impact would be less than significant.

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[4] BAAQMD, *Regulation 8, Organic Compounds, Rule 3, Architectural Coatings,* BAAQMD Regulations, Adopted March 1, 1978.

[5] CHS Consulting Group, *Tenth/Mission/Market Street Project Transportation Study*, February 12, 2004. This report is on file and available for public review by appointment at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco.

[6] The calculation worksheets are on file and available for public review at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco.

TABLE 17
DAILY OPERATIONAL AIR QUALITY EFFECTS WITH PROJECT

	Net Increase in Daily Emissions in Pounds per Day		
Source of Emissions	**ROG**	**NO_x**	**PM_{10}**
Residential	6.06	3.93	2.46
Senior Housing	3.74	1.91	1.19
Retail	4.32	4.05	2.11
Office	42.13	40.56	25.22
Total Emissions	**57.06**	**50.45**	**30.98**
Maximum Daily Thresholds	80.0	80.0	80.0

Sources: CHS, 2004; and EIP Associates, 2004.

Notes:

Net daily emissions is calculated for 4,537 net new daily vehicle trips (based on 911 new net daily vehicle trips).

ROG = reactive organic gases; NO_x = nitrogen oxides; PM_{10} = particulate matter ten microns or smaller in diameter.

The BAAQMD recommends the use of CALINE4, a dispersion model for predicting CO concentrations, as the preferred method of estimating pollutant concentrations at sensitive receptors near congested roadways and intersections. For each intersection analyzed, CALINE4 adds roadway-specific CO emissions calculated from peak-hour turning volumes to the existing ambient CO air concentrations. For this analysis, CO concentrations were calculated based on a simplified CALINE4 screening procedure developed by the BAAQMD and presented in its *BAAQMD CEQA Guidelines*. The simplified model is intended as a screening analysis in order to identify potential CO hotspots. This methodology assumes worst-case conditions and provides a screening of maximum, worst-case CO concentrations.

Maximum existing CO concentrations were calculated for the intersections evaluated in the *Tenth/Mission/Market Street Project Transportation Study* that operate at Level of Service (LOS) D, LOS E, or LOS F. (These intersections have greater congestion and, therefore, higher localized concentrations of CO.) The results of these calculations for representative receptor locations at 50 feet from each roadway, are presented in Table 18. These distances were selected because they represent the closest proximity in which a person may be living, working, or resting at the project site for more than one or eight hours at a time. As shown, under worst-case conditions, existing CO concentrations near all of the study area intersections would not exceed national or state 1-hour and 8-hour ambient air quality standards.

As shown in Table 18, future CO concentrations near these intersections would not exceed the national 35.0 ppm and state 20.0 ppm 1-hour ambient air quality standards or the national 9.0 ppm and state 9.0 ppm 8-hour ambient air quality standards when the project is fully operational. Therefore, sensitive receptors located in close proximity to these intersections would not be exposed to substantial pollutant concentrations, and the potential impacts of the proposed project would be less than significant.

TABLE 18
LOCALIZED CARBON MONOXIDE CONCENTRATIONS

	CO Concentrations in Parts per Million at 50 Feet from Roadway[a,b]					
	Existing		Existing-Plus-Project		Year 2010[c] Cumulative	
Intersection	1-Hour	8-Hour	1-Hour	8-Hour	1-Hour	8-Hour
Eighth Street/Market Street	6.1	4.3	6.0	4.2	5.7	4.0
Mission Street/South Van Ness Avenue	6.9	4.9	6.7	4.7	6.2	4.3
Van Ness Avenue/Market Street	5.8	3.8	5.6	4.0	5.3	3.7
Tenth Street/Mission Street	6.5	4.5	6.0	4.2	6.3	4.4

Source: EIP Associates, 2004

Notes:

a. National 1-hour standard is 35.0 parts per million. State 1-hour standard is 20.0 parts per million.

b. National 8-hour standard is 9.0 parts per million. State 8-hour standard is 9.0 parts per million.

c. CALINE 4 analysis for 2010 was used, as it represents a more conservative analysis.

CUMULATIVE EFFECTS

The BAAQMD neither recommends quantified analyses of cumulative construction emissions nor provides thresholds of significance that could be used to assess cumulative construction impacts. As discussed previously, the construction industry, in general, is an existing source of emissions within the Bay Area. Construction equipment operates at one site on a short-term basis and, when finished, moves on to a new construction site. Likewise, construction employees will continue to drive from site to site over time. Because (1) construction activities would be temporary, (2) the contribution to the cumulative context is so small as to be virtually immeasurable, and (3) all of the appropriate and feasible construction-related measures recommended by the BAAQMD would be implemented in accordance with standard

City practice, the contribution of construction emissions associated with the proposed project would not be cumulatively considerable.

With regard to operational emissions, the BAAQMD recommends several methodologies to determine the cumulative impacts of individual projects. For any project — such as the proposed Tenth/Mission/Market Street project — that does not have significant operational air quality impacts, the determination of significant cumulative impact should be based on an evaluation of the consistency of the project with the local general plan and of the general plan with the current *Clean Air Plan*.

The *San Francisco General Plan* includes the 1997 Air Quality Element, updated in 2000. This element is consistent with the *2000 Clean Air Plan*.[7] Although the project would intensify activity on the now-vacant project site, this project would be generally consistent with the planned uses and goals of the C-3-G Use District, the Downtown Plan, the proposed *Mid-Market Redevelopment Plan,* and the proposed *Market and Octavia Neighborhood Plan.* Fugitive dust control measures would be implemented during project construction, consistent with Objective 3 of the *San Francisco General Plan* Air Quality Element update. In addition, no significant PM_{10} sources would be associated with the project beyond construction. For these reasons, the operational characteristics of the proposed project would not cause a cumulatively considerable increase in regional air pollutants.

Table 18, p. 128, shows the future CO concentrations at the study intersections in the vicinity of the project site in 2010, with cumulative development that includes the Tenth/Mission/Market Streets Mixed-Use Project. Localized concentrations of CO would change as a result of cumulative growth in the project vicinity. However, as shown in Table 18, future CO concentrations near these intersections would not exceed the national 35.0 ppm and state 20.0 ppm 1-hour ambient air quality standards or the national 9.0 ppm and state 9.0 ppm 8-hour ambient air quality standards. Therefore, sensitive receptors located in close proximity to these intersections would not be exposed to substantial pollutant concentrations, and the impact of cumulative development would not be significant.

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[7] BAAQMD, *Bay Area 2000 Clean Air Plan and Triennial Assessment*, Adopted by BAAQMD Board of Directors December 20, 2000.

E. WIND

SETTING

U.S. Weather Bureau and Bay Area Air Quality Management District data show that westerly to northwesterly winds are the most frequent and strongest winds during all seasons in San Francisco.[1] Of the 16 primary wind directions measured at a Weather Bureau Station at the United Nations Plaza (at a height of 132 feet), four directions occur most frequently and account for most of the strongest winds: northwest, west-northwest, west, and west-southwest. Calm conditions occur about 2 percent of the time.

Winds in San Francisco are most frequently from the west to northwest directions, reflecting the persistence of sea breezes. Average wind speeds are highest during summer and lowest during winter. Wind direction is most variable in the winter. The approach of winter storms often results in southerly winds. Although not as frequent as westerly winds, these southerly winds are often strong. The strongest winds in San Francisco are typically from the south during the approach of a winter storm, and speeds of up to 47 miles per hour (mph) have been recorded.[2] Typically, the highest wind speeds occur during the mid-afternoon hours, and the lowest occur during early morning hours.

Wind conditions affect pedestrian comfort on sidewalks and in other public areas. The comfort of pedestrians varies under different conditions of sun exposure, temperature, clothing, and wind speed. Winds up to 4 mph have no noticeable effect on pedestrian comfort. Winds from 4 to 8 mph are felt on the face. Winds from 8 to 13 mph disturb hair, cause clothing to flap, and extend a light flag mounted on a pole. Winds from 13 to 19 mph raise loose paper, dust, and dry soil, and disarrange hair. The force of winds from 19 to 26 mph is felt on the body. With winds of 26 to 34 mph, umbrellas are used with difficulty, hair

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1 The U.S. Weather Bureau data used in this analysis were gathered at a weather station atop the Old Federal Building at 50 United Nations Plaza during the years 1945 through 1950. During each of these years, data were taken hourly for 16 wind directions. The database, consisting of 32,795 hourly observations, is of sufficient size to provide a reliable estimate of future wind conditions in San Francisco.

2 E. Jan Null, *Climate of San Francisco*, NOAA Technical Memorandum NWS WR-126, February 1978.

is blown straight, walking steadily is difficult, and wind noise is unpleasant. Winds over 34 mph make it difficult for a person to maintain balance, and gusts can blow a person over.

Large buildings can redirect wind flows around and down to street level, resulting in increased wind speed and turbulence at street level. To provide a comfortable wind environment for San Franciscans, the City established specific comfort criteria for the evaluation of proposed buildings. The *Planning Code* specifically outlines these criteria for the Downtown Commercial (C-3) Districts and for the Rincon Hill area, Van Ness Avenue area, and part of the South of Market area.[3] The entire project site is within the C-3-G (Downtown General Commercial) zoning district. For this district, Section 148(a) of the *Planning Code* requires that structures be designed to meet pedestrian comfort criteria. In administering Section 148, the Planning Department requires a microclimate analysis, including wind tunnel testing for tall buildings, to determine design-specific impacts on pedestrian comfort and to provide a basis for design modifications to mitigate these impacts if they are significant.

The comfort criteria are based on pedestrian-level wind speeds that include the effects of turbulence. These adjusted wind speeds are referred to as "equivalent wind speeds." Section 148 of the *Planning Code* establishes a comfort criteria equivalent wind speed of 7 mph in public seating areas and 11 mph in areas of substantial pedestrian use. New buildings and additions to buildings may not cause ground-level winds to exceed these levels more than 10 percent of the time year round between 7:00 a.m. and 6:00 p.m.[4] According to the *Planning Code*, if existing wind speeds exceed the comfort level, or when a proposed building or addition may cause ambient speed to exceed the criteria, new buildings and additions must be designed to reduce ambient wind speeds to meet these requirements, unless the requirements for an allowable exception as described in Section 148 are met. Compliance with Section 148 would be considered as part of the project review process. As described below under Impacts, the comfort criterion is currently exceeded at 23 of 24 sidewalk test locations for existing conditions on or near the project site.

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[3] *San Francisco Planning Code*, Section 148, 249.1(3), 243(c)(9), 263.11(c).

[4] The *Planning Code* specifies the hours of 7:00 a.m. to 6:00 p.m.; however, available weather data cover the hours of 6:00 a.m. to 8:00 p.m. Therefore, observations from two additional evening hours and one additional morning hour are included in these data.

Section 148 of the *Planning Code* also establishes as a hazard criterion an equivalent wind speed of 26 mph for a single full hour per year. No building or addition would be permitted that would cause wind speeds to exceed the hazard level of more than one hour of any year. As described below under Impacts, the wind hazard criterion is currently exceeded at 8 of 24 test locations for existing conditions on or near the project site.

IMPACTS

SIGNIFICANCE CRITERIA

A project that would cause equivalent wind speeds to reach or exceed 26 mph for a single full hour of the year, thus creating new exceedances of the hazard criterion established in *San Francisco Planning Code* Section 148, would be considered to have a significant impact.[5] A project that would cause exceedances of the comfort standards described above would not be considered to have a significant impact, although by design, projects are required to reduce exceedances to the extent feasible.

EXISTING CONDITIONS

The project site is approximately 95,000 square feet (about two acres) on the west side of Tenth Street between Market and Mission Streets, adjacent to the Bank of America Data Center at Market and Eleventh Streets. Using a wind tunnel and a 1:50 scale model of the project site and surrounding several blocks, pedestrian-level wind speed measurements were made at 24 sidewalk test locations (see Figure 22).[6] The wind tunnel tests followed *Planning Code* Section 148 methodology. Tests were conducted for the project site under existing conditions, conditions with the proposed project, and conditions with the proposed project plus cumulative development. Existing conditions plus the proposed project as tested included a ground-level, all-season roofed open space within the Tenth Street/Market Street corner of the Market Street Office building. This open space was surrounded by a 15-foot-high private

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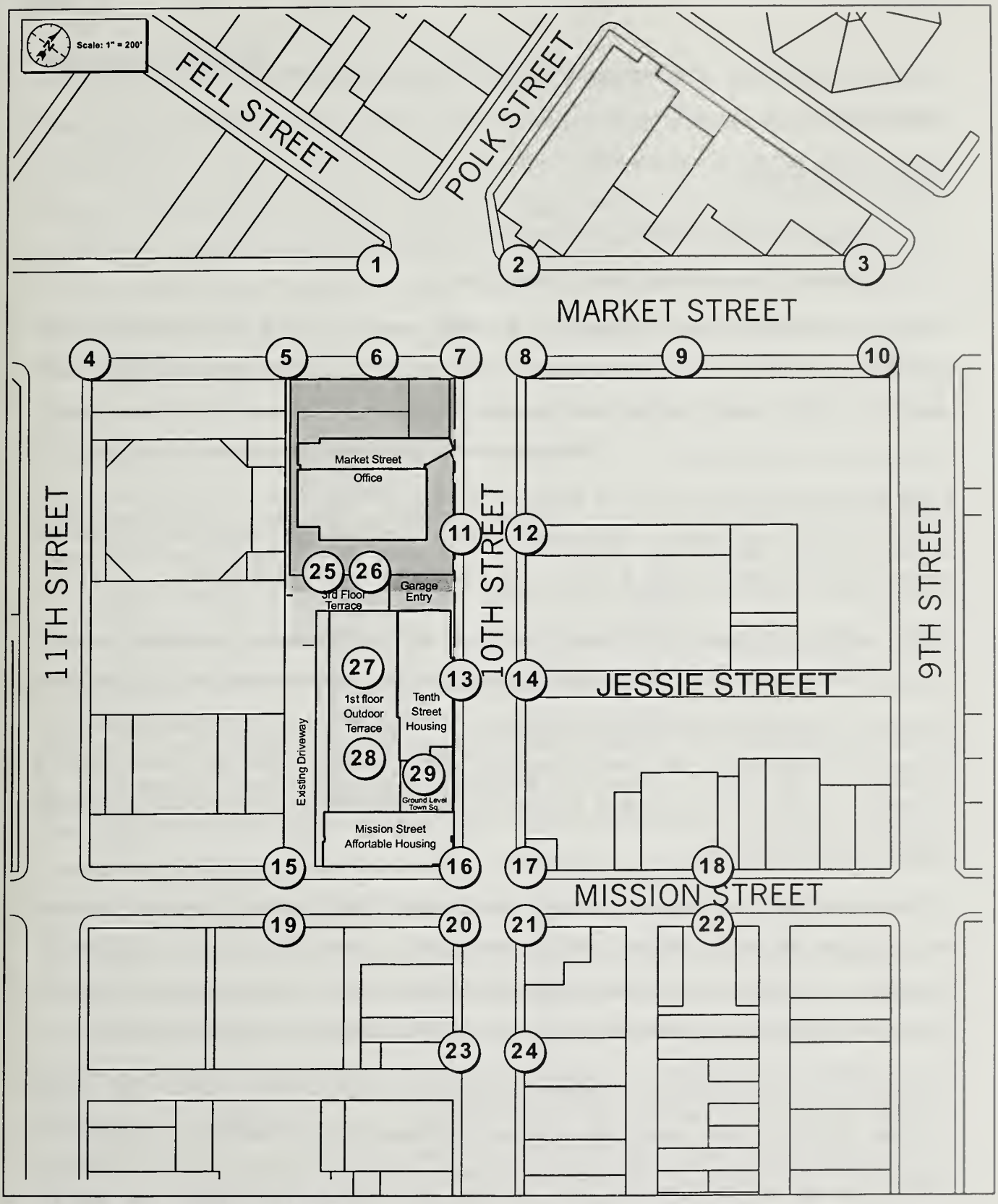
[5] The frequency of short-term (3-minute averaged) wind observations at 36 mph is equivalent to the frequency of an hourly-averaged wind of 26 mph.

[6] Donald J. Ballanti, Certified Consulting Meteorologist, *Wind Tunnel Analysis for the Proposed Tenth/Market/Mission Streets Mixed-use Project,* San Francisco, prepared for EIP Associates, October 2003. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, Suite 500, San Francisco, California.



Sources: Donald Ballanti; Skidmore, Owings & Merrill

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 22: WIND MEASUREMENT LOCATIONS

fence/partial enclosure. Two optional treatments for this corner open space were tested in the wind tunnel.

The two variants were:

- Variant 1: No enclosure of the open space
- Variant 2: Total enclosure of the open space

For these variants, seven measurement locations near the Tenth Street/Market Street intersection were retested. Tests under existing conditions included existing buildings and structures in the project vicinity and the GSA Building at Seventh and Mission Street, currently under construction. Tests showed that Variant 2 would result in an increase of 45 hours per year, exceeding the wind hazard criterion. Because Variant 2 would result in a potentially significant impact on wind conditions at the Tenth/Market Street corner, the project sponsor did not consider Variant 2 further, and it was not evaluated in this EIR.

Under existing conditions, the average wind speed for all 24 sidewalk test points is about 16 mph. The highest wind speed in the vicinity, 25 mph, was identified near the Fox Plaza building on the northeast corner of Market and Polk Streets near the project site (location 2 on Figure 22). Only one of 24 sidewalk locations tested currently meets the *Planning Code*'s pedestrian comfort criterion value of 11 mph, along Mission Street between Ninth Street and Tenth Street (location 18).

The remaining 23 of the 24 points exceed the *Planning Code*'s pedestrian comfort value of 11 mph under existing conditions. Wind speeds ranged from 13 to 25 mph at these 23 locations along Market Street, Tenth Street, and Mission Street. Wind speeds at locations 8, 12, and 14 along Tenth Street between Market and Mission Street were 20 to 21 mph.

Sixteen of the 24 sidewalk test locations currently meet the *Planning Code*'s wind hazard criterion. Eight test points exceed the wind hazard criterion (speeds reaching or exceeding the hazard level of 26 mph, as averaged for a single full hour of the year) under existing conditions. The locations exceeding the hazard criterion are generally near the Market Street/Tenth Street intersection and along Tenth Street between Market and Mission Streets. Total duration of the existing exceedances is 482 hours per year.

PROJECT EFFECTS

The proposed project generally would not affect overall wind conditions at the project site and in the vicinity. The average wind speed for the 24 sidewalk test points would remain at about 16 mph. Wind speeds in sidewalk areas would range from 10 to 25 mph, similar to existing conditions. The project would eliminate one existing exceedance of the pedestrian comfort criteria, along Mission Street east of the Tenth Street (location 22), for a new total of 22 exceedances, versus 23 currently. Table 19 shows the wind velocity under existing conditions, for the proposed project, and under cumulative conditions (described below) and the percentage of time that wind velocity exceeds the *Planning Code* comfort criterion. Exceedances of the comfort criterion are shown in boldface.

With the project, as compared to existing conditions, wind speed in pedestrian areas would increase at ten locations, remain unchanged at six locations and decrease at eight locations. The highest wind speeds (25 mph) would continue adjacent to the Fox Plaza building across Market Street from the project site. Increases in wind speed would be 5 mph or less. These changes in pedestrian comfort criteria conditions would not be a significant adverse effect.

The project would eliminate two existing wind hazard criterion exceedances (locations 6 and 9). This criterion would continue to be exceeded at six locations. Table 20, p. 137, shows the wind velocity under existing conditions, with the proposed project, and with cumulative conditions (described below) and the number of hours per year that the wind velocity currently exceed the *Planning Code* hazard criterion, which are shown in boldface. Total duration of all wind hazard exceedances would be 457 hours per year, compared with 482 hours per year under existing conditions, for a reduction of 25 hours per year. This reduction in hours of exceedance of the hazardous wind criteria would be considered a beneficial effect. Interior plazas within the proposed project have winds generally exceeding the pedestrian comfort criterion. One location within the residential open space (location 28) would exceed wind speeds of 26 mph for one hour per year. The residential open space location would not be subject to Planning Code Section 148, and this wind effect would not be considered a significant adverse impact. Implementation of Improvement Measure B.1 in Section IV would

TABLE 19
WIND COMFORT ANALYSIS

		Existing		Project		Cumulative	
Location	Comfort Criterion (MPH)	Velocity (MPH)	% Time Above Criterion	Velocity (MPH)	% Time Above Criterion	Velocity (MPH)	% Time Above Criterion
1	11	**16**	**27**	**16**	**28**	**15**	**26**
2	11	**25**	**50**	**25**	**55**	**22**	**45**
3	11	**12**	**14**	**14**	**22**	**15**	**20**
4	11	**16**	**32**	**16**	**29**	**17**	**34**
5	11	**17**	**35**	**17**	**34**	**18**	**40**
6	11	**18**	**36**	**17**	**34**	**17**	**38**
7	11	**19**	**39**	**22**	**48**	**20**	**43**
8	11	**20**	**37**	**20**	**40**	**18**	**35**
9	11	**17**	**33**	**19**	**42**	**19**	**41**
10	11	**16**	**28**	**20**	**41**	**21**	**40**
11	11	**17**	**30**	**19**	**36**	**17**	**33**
12	11	**20**	**36**	**24**	**49**	**21**	**42**
13	11	**16**	**27**	**18**	**33**	**16**	**30**
14	11	**21**	**40**	**19**	**37**	**16**	**27**
15	11	**13**	**19**	**18**	**37**	**19**	**35**
16	11	**13**	**18**	**12**	**13**	11	9
17	11	**17**	**28**	**17**	**30**	**15**	**24**
18	11	10	5	10	5	10	6
19	11	**14**	**25**	**15**	**26**	**16**	**28**
20	11	**14**	**22**	**15**	**28**	**15**	**26**
21	11	**14**	**21**	**13**	**20**	**13**	**17**
22	11	**13**	**17**	11	8	10	7
23	11	**13**	**14**	**13**	**18**	11	12
24	11	**14**	**18**	**13**	**18**	11	12
25	11	--	--	11	10	**12**	**12**
26	11	--	--	**12**	**17**	**14**	**19**
27	11	--	--	**15**	**27**	**16**	**32**
28	11	--	--	**13**	**18**	**14**	**24**
29	11	--	--	**15**	**26**	**16**	**29**
Average		**16.0**	**27%**	**16.0**	**28%**	**18.7**	**37%**

Source: Donald J. Ballanti, Certified Consulting Meteorologist.

Note: Exceedances are in boldface.

TABLE 20
WIND HAZARD ANALYSIS

		Existing		Project		Cumulative	
Location	Hazard Criterion (MPH)[a]	Velocity (MPH)	Hours Per Year Above Criterion	Velocity (MPH)	Hours Per Year Above Criterion	Velocity (MPH)	Hours Per Year Above Criterion
1	36	32		32		28	
2	36	**57**	**202**	**60**	**248**	**54**	**154**
3	36	25		34		**41**	**14**
4	36	28		30		30	
5	36	30		29		32	
6	36	**37**	**2**	30		32	
7	36	**42**	**21**	**37**	**2**	35	
8	36	**52**	**116**	**47**	**48**	**45**	37
9	36	**37**	**2**	34		33	
10	36	29		35		**37**	**2**
11	36	35		34		33	
12	36	**51**	**105**	**52**	**143**	**45**	**38**
13	36	33		35		37	
14	36	**44**	**32**	**41**	**15**	30	
15	36	28		34		35	
16	36	29		24		21	
17	36	**37**	**2**	**36**	**1**	27	
18	36	23		25		28	
19	36	24		26		26	
20	36	31		26		27	
21	36	31		28		23	
22	36	21		18		18	
23	36	26		21		21	
24	36	31		28		21	
25	36			19		21	
26	36			22		28	
27	36			32		32	
28	36			**37**	**1**	35	
29	36			31		32	
Total		**8 exceedances**	**482 hours**	**7 exceedances**	**457 hours**	**5 exceedances**	**245 hours**

Source: Donald J. Ballanti, Certified Consulting Meteorologist.

Notes: Exceedances are in boldface.

a. The frequency of short-term (3-minute averaged) wind observations at 36 mph is equivalent to the frequency of an hourly averaged wind of 26 mph, the wind hazard criterion established in San Francisco Planning Code Section 148.

reduce the potential effect at this location. Overall, the project would not have a significant adverse effect on hazardous wind conditions.

Open Space Variant 1

The wind speeds and frequency of exceedance of the comfort criterion for the Open Space Variant (no enclosure of the open space at Market Street Office, at the Tenth/Market corner (see Figure 7, p. 39) was compared with those for the proposed project (partial enclosure of the open space) at seven selected locations near the Tenth Street/Market Street intersection (see Table 21). In general, Variant 1 would result in somewhat lower average wind speeds.

TABLE 21
WIND COMFORT EXCEEDANCES FOR OPEN SPACE VARIANT 1

		Project (Partial Enclosure)		Variant 1 (No Enclosure)	
Location	Criterion (MPH)	Velocity (MPH)	% Time Above Criterion	Velocity (MPH)	% Time Above Criterion
1	11	**16**	**28**	**15**	**28**
2	11	**25**	**55**	**25**	**50**
6	11	**17**	**34**	**16**	**34**
7	11	**22**	**48**	**22**	**50**
8	11	**20**	**40**	**19**	**37**
11	11	**19**	**36**	**17**	**32**
12	11	**24**	**49**	**23**	**46**
Average		20.4	41%	19.6	40%

Source: Donald J. Ballanti, Certified Consulting Meteorologist.

In terms of number of locations exceeding the comfort criterion, Variant 1 would result in the same number of exceedances as the project.

The exceedances of the wind hazard criterion for Variant 1 were also compared with those for the proposed project at seven locations (see Table 22). Compared to the proposed project, Variant 1 would eliminate one exceedance of the wind hazard criterion and reduce the number of hours of exceedances from 458 to 446 hours, or 12 fewer hours per year.

TABLE 22
WIND HAZARD EXCEEDANCES FOR OPEN SPACE
VARIANT 1

		Project (Partial Enclosure)		Variant 1 (No Enclosure)	
Location	Criterion (MPH)	Velocity (MPH)	Hours Per Year Above Criterion	Velocity (MPH)	Hours Per Year Above Criterion
1	36	30		31	
2	36	**60**	**248**	**60**	**247**
6	36	30		31	
7	36	**37**	**2**	**44**	**28**
8	36	**47**	**46**	**46**	**45**
11	36	**42**	**19**	34	
12	36	**52**	**143**	**52**	**126**
Total		**5 exceedances**	**458**	**4 exceedances**	**446**

Source: Donald J. Ballanti, Certified Consulting Meteorologist.

Compared to existing conditions, no enclosure of the ground-level open space at the Tenth Street/Market Street corner would result in no net change to hazardous wind impacts. Therefore, there would be no significant impact to wind conditions with this variant.

Project Option

The project option of constructing the Mission Street Affordable Housing as two, separately funded buildings with the same amount of floor area, uses, and residential units as the proposed Mission Street Affordable Housing, was not tested; the 4-foot distance between the buildings with this option would not result in an appreciable difference in the wind impacts.

PROJECT EFFECTS PLUS CUMULATIVE DEVELOPMENT

Cumulative development consists of the following projects that are currently approved or under review with the City of San Francisco:[7]

- 1177 Market Street Project
- 1160 Mission Street Project
- 1125 Market Street Building
- Mercy Housing Project at 1390 Mission Street
- 55 Ninth Street Project
- 77 Van Ness Avenue Project
- 1 Polk Street Project

With the cumulative scenario, average wind speeds would increase while the magnitude of maximum winds would generally decrease. Wind speeds in sidewalk pedestrian areas would range from 10 to 22 mph, compared with a range of 10 to 25 mph under existing conditions and with the proposed project. As shown in Table 19, p. 136, cumulative development would eliminate one comfort criterion exceedance for a new total of 21 exceedances, two fewer than under existing conditions, and one fewer than with the proposed project.

Cumulative development would further reduce the total hours per year that the wind hazard criterion would be exceeded, eliminating five of the existing exceedance locations (locations 6, 7, 9, 14, and 16), and creating two additional exceedance locations (locations 3 and 10). With cumulative development, the total duration of wind hazard exceedances would be 245 hours per year, compared to 482 hours per year under existing conditions and 457 hours per year with the proposed project (see Table 20, p. 137), for a reduction of 237 hours (97 percent) from existing conditions. While the proposed project together with cumulative development

[7] Proposed projects in the vicinity include the 1355 Market Street project, which would add an 80-foot-tall setback tower to the existing 11-story, 135-foot-tall SF Mart building, rising to 215 feet. That project is not yet under formal environmental review. A letter from Donald J. Ballanti, Certified Meteorologist, dated May 13, 2004, states that the addition to the existing SF Mart building would not be expected to change wind conditions at street level substantially and would not change the conclusions regarding project wind effects discussed herein. This letter is on file and available for public review by appointment at the Planning Department, 1660 Mission Street.

would exceed the wind hazard criteria at two new locations, the total duration of exceedances would be reduced by 237 hours, and, therefore, would not be a significant impact on wind conditions in the project vicinity.

F. SHADOWS

SETTING

Public open space in the project vicinity that could be affected by project shadows includes Civic Center Plaza between McAllister and Grove Streets and Polk and Larkin Streets, about two blocks north of the project site; and the Fulton Street Mall, which extends along Fulton Street between Hyde and Larkin Streets, to the northeast of the project site. Civic Center Plaza is a public open space under the jurisdiction of the Recreation and Park Commission and thus is subject to Section 295 of the *Planning Code* regarding shadows on open spaces. United Nations Plaza and the Fulton Street Mall, public open spaces located about one-third of a mile northeast of the project site, are under the jurisdiction of the Department of Public Works. Shadow impacts on these two open spaces are subject to Section 147, which calls for reducing shadow impacts on publicly accessible spaces other than those protected under Section 295.

The existing buildings on the project site cast shadows on streets and sidewalks in the project vicinity; however, existing shadows created by buildings on the project site do not reach nearby public open spaces any time of the day or year.

IMPACTS

SIGNIFICANCE CRITERIA

Planning Code Section 295, adopted in 1984 pursuant to voter approval of Proposition K, prohibits the issuance of building permits for structures over 40 feet in height that would cast shade on or shadow property under the jurisdiction of, or designated to be acquired by, the Recreation and Park Commission (between one hour after sunrise to one hour before sunset at any time of year), unless the City Planning Commission, in consultation with the General Manager of the Recreation and Park Department, determines that the shade would not have a significant adverse impact on the use of such property. As noted above, Civic Center Plaza is under the jurisdiction of the Recreation and Park Department, and is subject to Section 295.

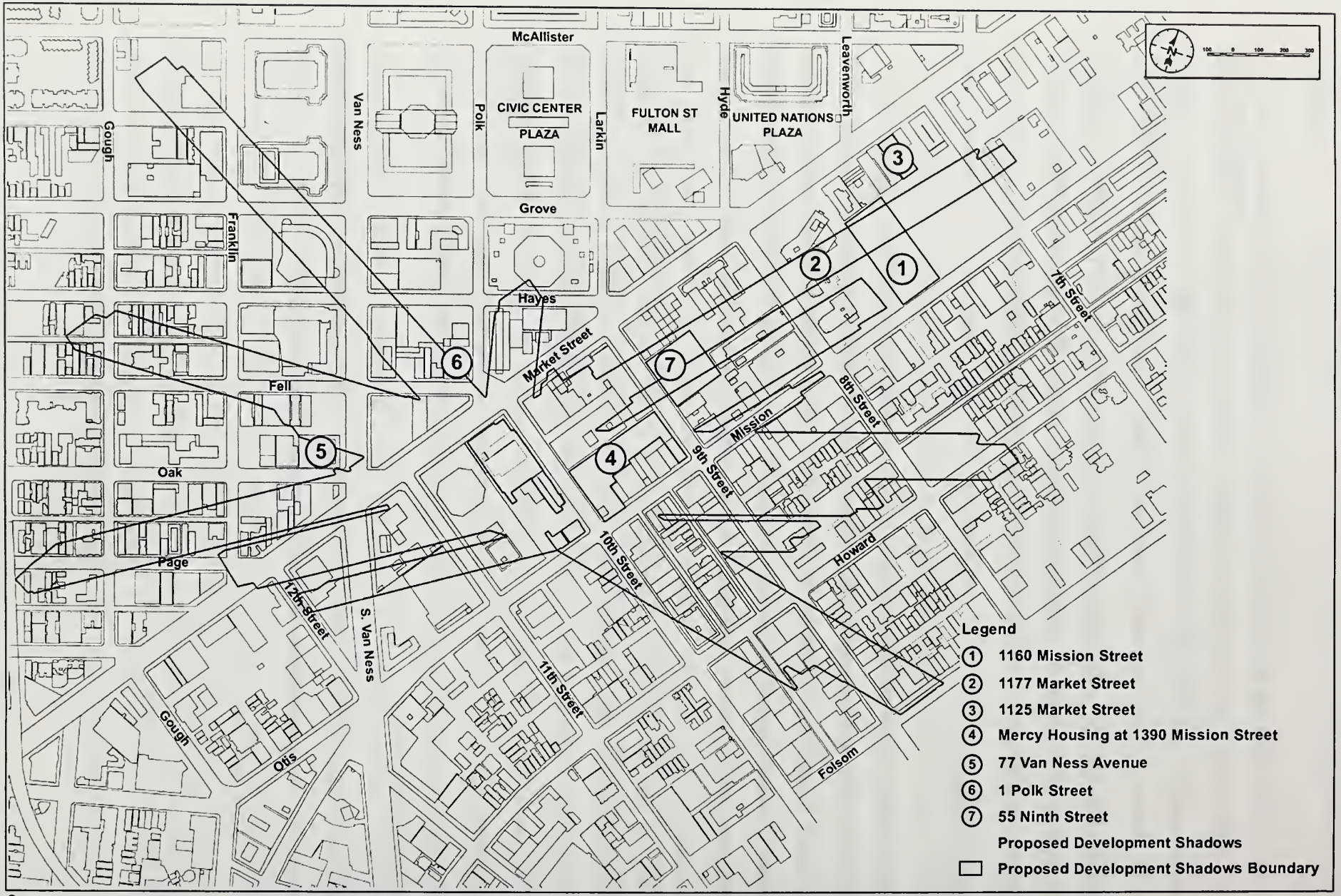
Section 147 of the *Planning Code* states that any new development in C-3 Districts where the building height exceeds 50 feet should be shaped, consistent with the dictates of good design and without unduly restricting the development potential of the site in question, to reduce substantial shadow impacts on public plazas and publicly accessible spaces, other than those protected by Section 295. Factors to be taken into account in the determination of shadow impacts include the amount of open area shadowed, the duration of the shadow, and the importance of sunlight to the utility of the type of open space being shadowed.

PROJECT EFFECTS

A shadow analysis evaluated the project's effects on the project vicinity. Figure 23 is a shadow fan identifying the maximum extent of all project-related shadows from one hour after sunrise to one hour before sunset for an entire year. Shadow patterns for the project, as well as existing, planned (approved), and proposed (projects in review) buildings in the project area, are shown in Figures 24 through 27 for representative times of the day during the four seasons: during winter and summer solstices, when the sun is at its lowest and highest, and during spring and fall equinoxes, when the sun is at its midpoint. Planned and proposed project sites have also been identified on Figure 23. Shadow conditions from July through December mirror conditions from January through June (notwithstanding daylight saving time). The times selected for analysis are 10:00 a.m., noon, and 3:00 p.m. Pacific standard time in December and March, and Pacific daylight time in June and September. The analysis includes shadow cast on streets, sidewalks, pedestrian areas, and open space in the area of potential project impact.

Figures 24 to 27, (pp. 145 to 148), show existing, including planned- or approved-project building shadow in lighter shading. Planned or approved projects include:

- 1160 Mission Street Project
- 77 Van Ness Avenue Project
- 1 Polk Street Project

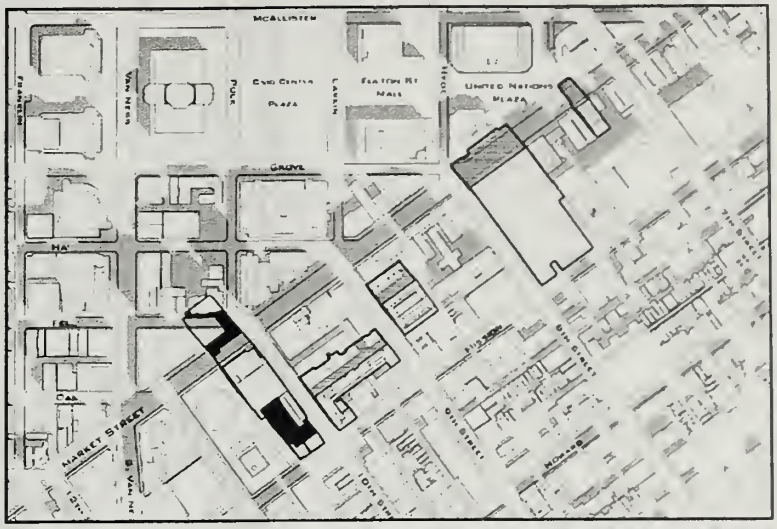


Source: CADP Associates, 2004

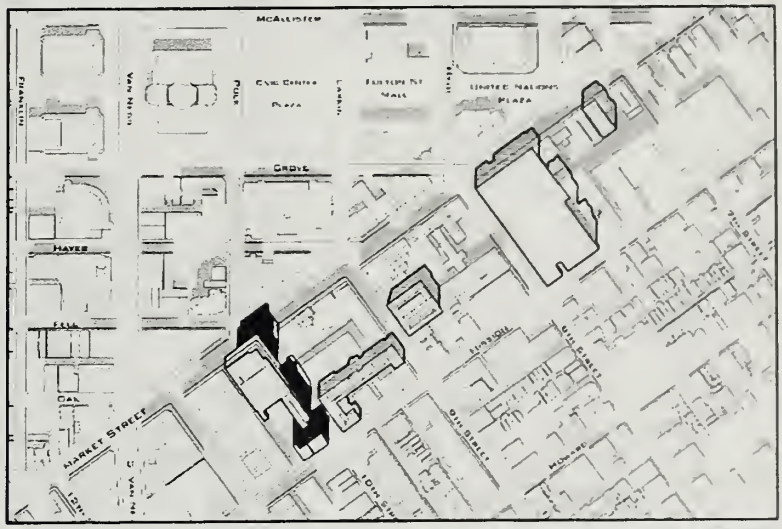
TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 23: PROJECT YEAR ROUND SHADOW TRACE

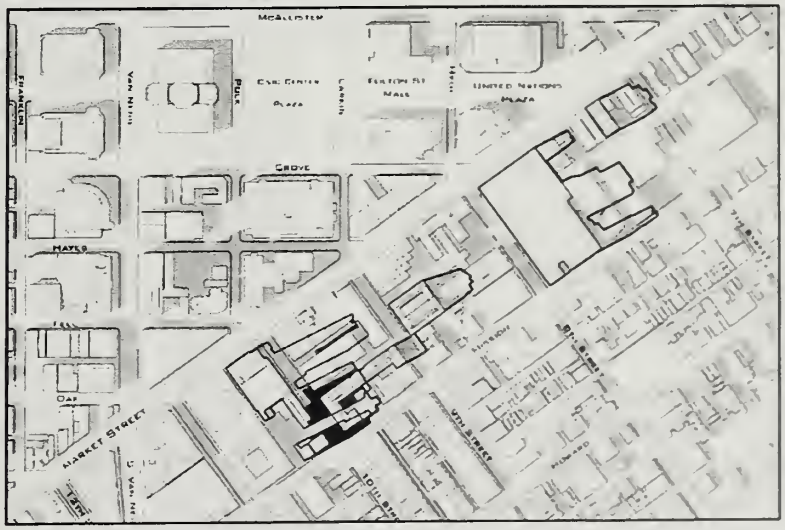
March 21 10:00 a.m PST



March 21 12:00 Noon PST



March 21 3:00 p.m PST



March 21

Existing and Approved-Project Shadows

Other Proposed Project Shadows

Net Project Shadows

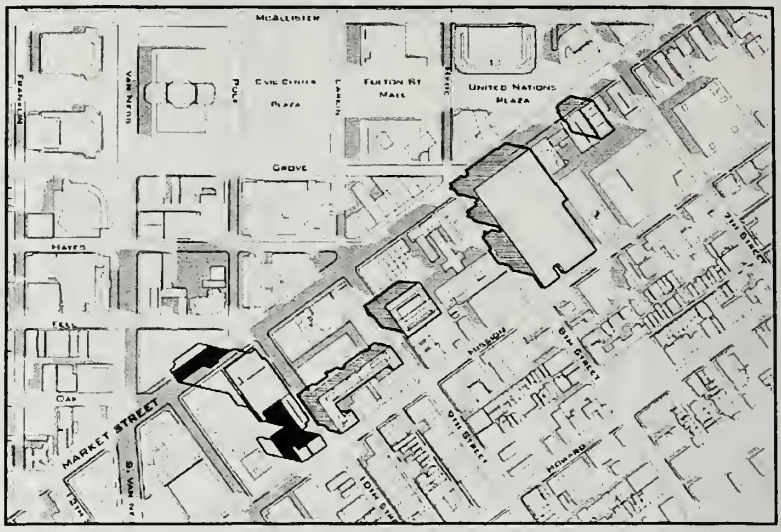
Project Shadows Boundary

Source: CADP Associates, 2004

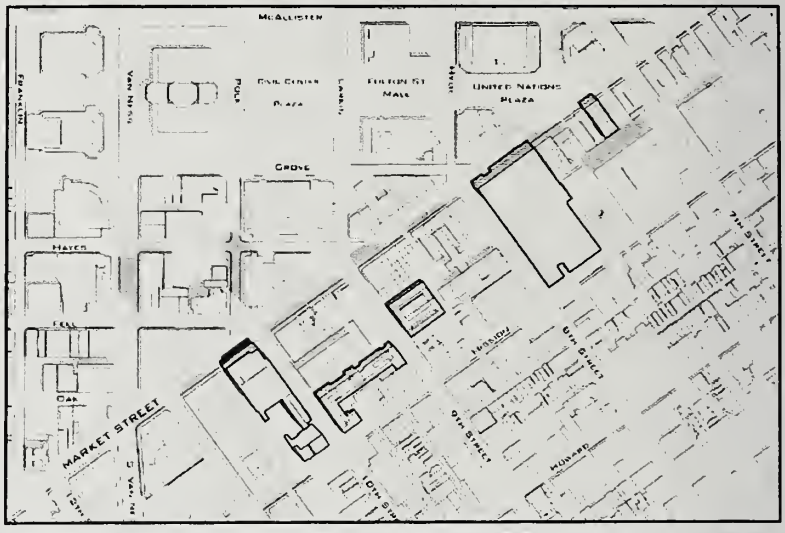
TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 24: PROJECT SHADOW PATTERN ON MARCH 21 (10 A.M., NOON, 3 P.M. PST)

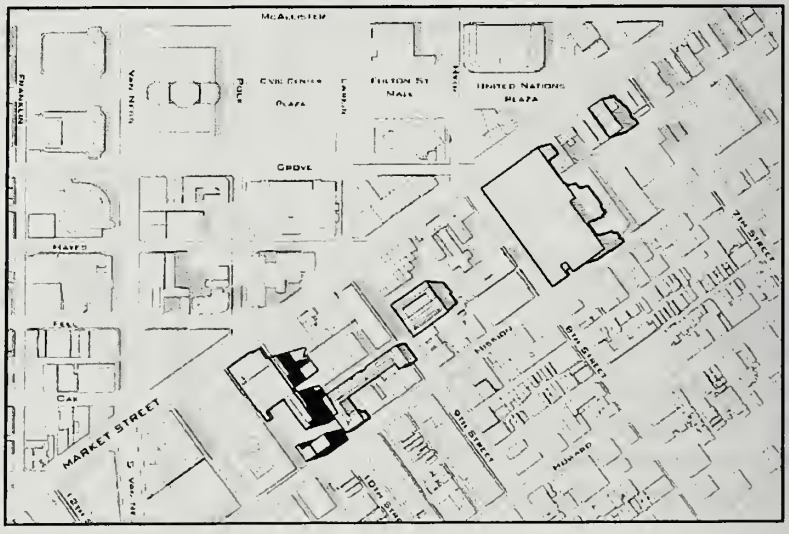
June 21 10:00 a.m PST



June 21 12:00 Noon PST



June 21 3:00 p.m PST



June 21

Existing and Approved-Project Shadows

Other Proposed Project Shadows

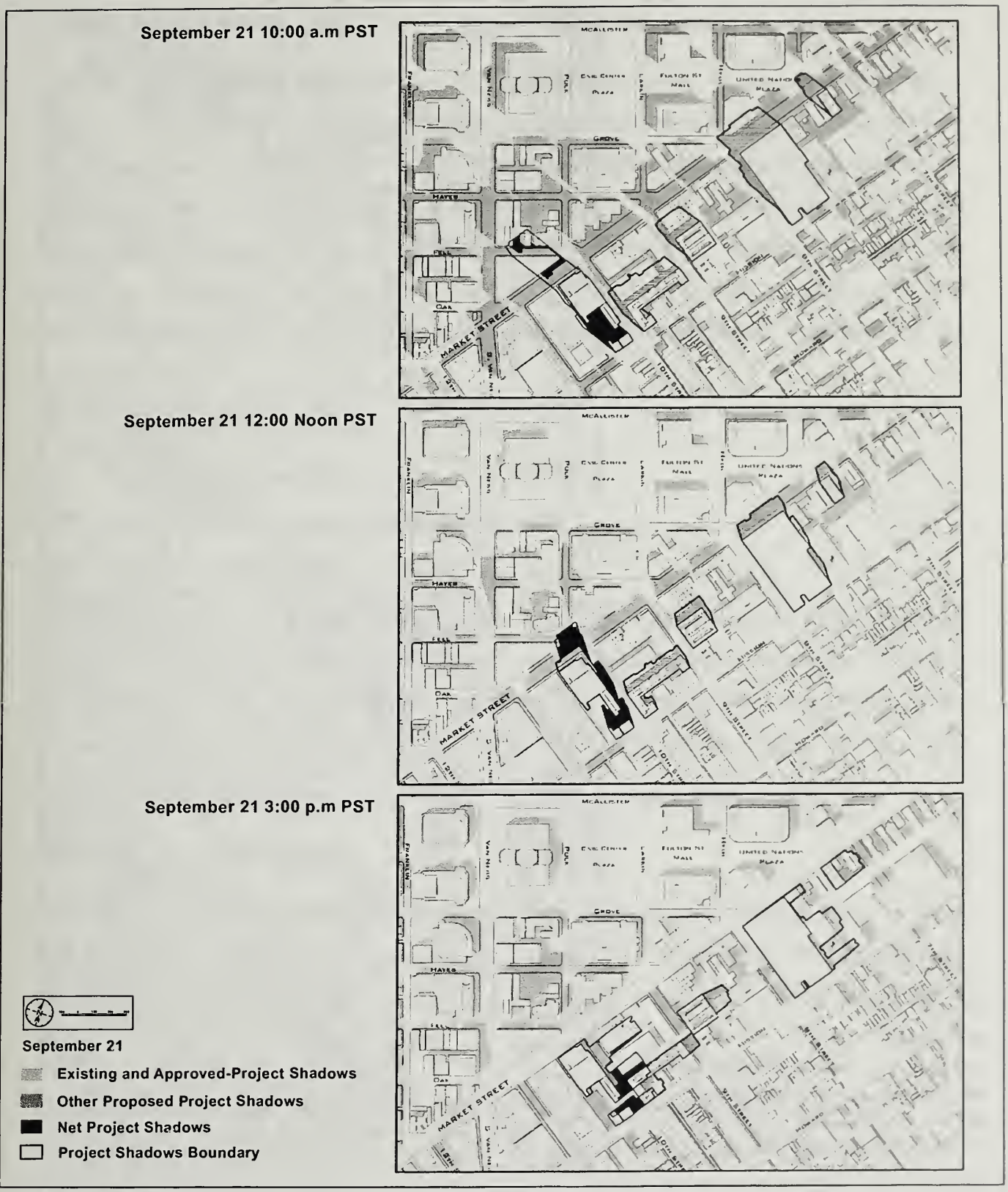
Net Project Shadows

Project Shadows Boundary

Source: CADP Associates, 2004

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 25: PROJECT SHADOW PATTERN ON JUNE 21 (10 A.M., NOON, 3 P.M. PST)

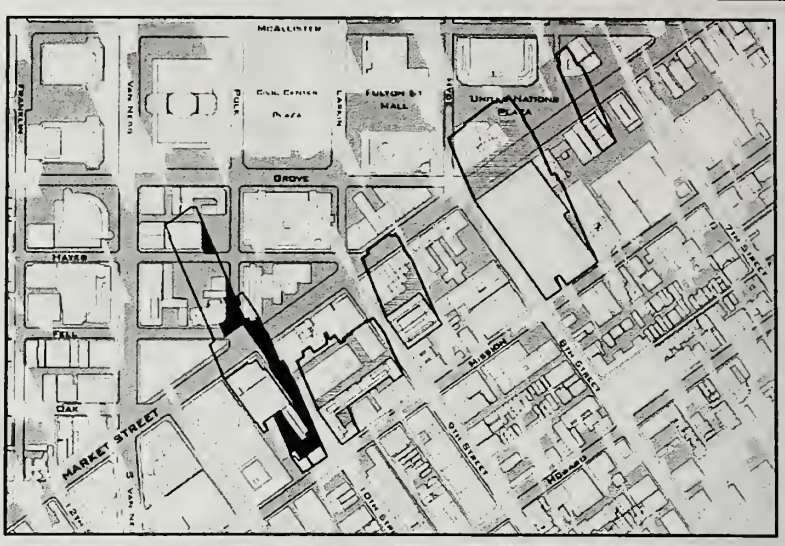


***Source*:** CADP Associates, 2004

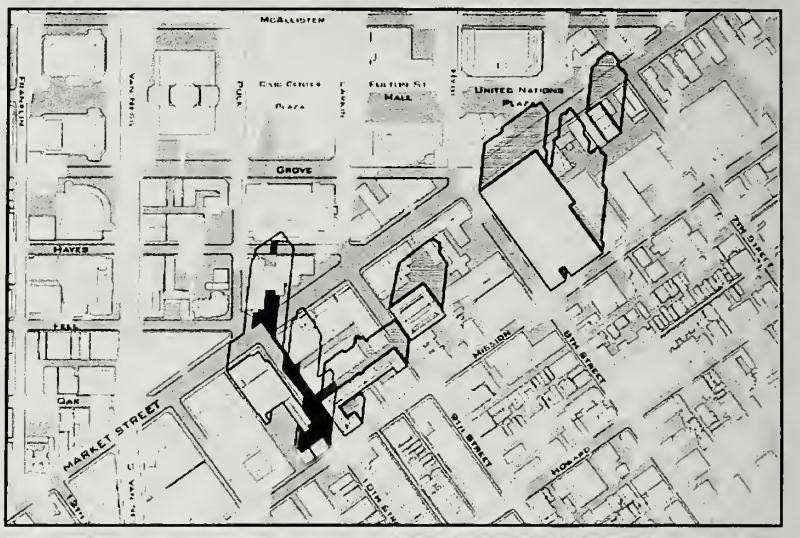
TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 26: PROJECT SHADOW PATTERN ON SEPTEMBER 21 (10 A.M., NOON, 3 P.M. PST)

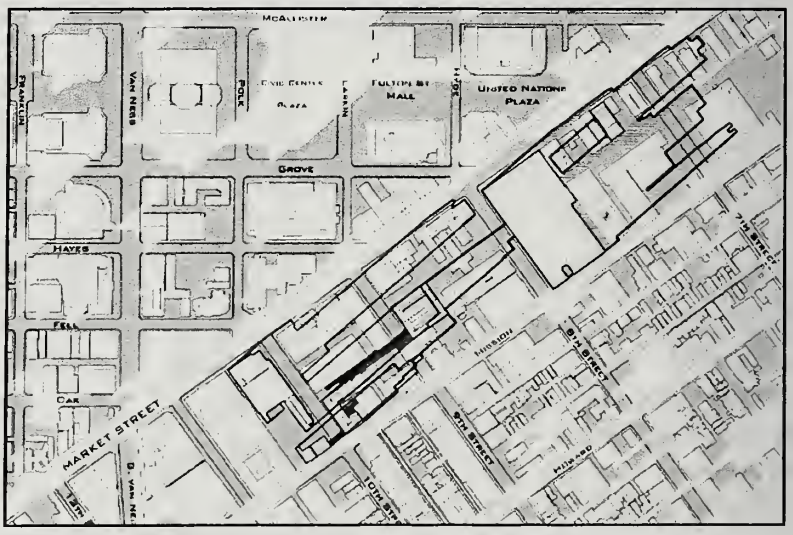
December 21 10:00 a.m PST

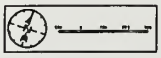


December 21 12:00 Noon PST



December 21 3:00 p.m PST





December 21

- Existing and Approved-Project Shadows
- Other Proposed Project Shadows
- Net Project Shadows
- Project Shadows Boundary

Source: CADP Associates, 2004

TENTH/MARKET/MISSION STREETS MIXED-USE PROJECT

FIGURE 27: PROJECT SHADOW PATTERN ON DECEMBER 21 (10 A.M., NOON, 3 P.M. PST)

The proposed project's shadow boundary is outlined and has darker shading, showing net new shade resulting from the project. The outline shows the maximum shade, as if there were no existing shade from intervening buildings. Proposed-project building shadow boundaries are outlined and have a diagonal hatching, showing net new shade resulting from cumulative conditions. For purposes of this analysis, the shading in the figures includes the shadow that would be cast by the project where it overlaps with shadow cast by the current built environment (including approved projects), and the following proposed projects in the vicinity:[1]

- 1177 Market Street Project
- 1125 Market Street Building
- Mercy Housing Project at 1390 Mission Street
- 55 Ninth Street Project

The shadow analyses show that there would be no net new shading from the proposed project on the public open space in the project vicinity covered by *Planning Code* Section 295 (Civic Center Plaza) at any time of year from one hour after sunrise to one hour before sunset. Neither would the project add shade to Fulton Street Mall or the United Nations Plaza, covered under Section 147.

March 21

At 10:00 a.m. on March 21, the proposed project would shade about 100 feet along the north side of Market Street, including the sidewalk, as well as the northeast corner of Market and Fell Streets. The proposed outdoor terrace and town square areas would also be shaded at this time.

Cumulative conditions include shadow impacts from other proposed projects in the vicinity. New shadow would be cast on the United Nations Plaza by the proposed 1125 Market Street

[1] Proposed projects in the vicinity include the 1355 Market Street project, which would add a setback tower to the existing 11-story, 135-foot-tall SF Mart building, rising to 215 feet. That project is not yet under formal environmental review; however, it would be expected to add some shading to streets and sidewalks in the vicinity. Those effects of 1355 Market Street would not be considered to contribute to significant adverse shadow impacts.

project. New shadow on Market Street would be created by the proposed 1177 Market Street Project, and new shadow on Jessie Street between Ninth and Tenth Streets by the proposed Mercy Housing project at 1390 Mission Street. New shadow would also affect the interior plaza at 55 Ninth Street.

At noon, the project would shade about 75 feet along the north side of Market Street at Fell Street, including the sidewalk. Approximately 400 feet of net new shadow would also fall along Tenth Street, including both sidewalks. The eastern portion of the outdoor terrace would also be shaded.

Cumulative conditions shadow impacts at noon include new shadow cast on Market Street by the proposed projects at 1125 and 1177 Market Street. In addition, new shadow cast by the proposed Mercy Housing project at 1390 Mission Street would fall on the length of Jessie Street between Ninth and Tenth Streets. The interior plaza of the proposed 55 Ninth Street project would also be affected by new shadow.

At 3:00 p.m., net new shadow would fall on about 150 feet of the center of Tenth Street between Market and Mission Streets, including both sidewalks, as well as on about 60 feet of Tenth Street at Mission Street. The project would also shade 150 feet of the sidewalk on the northwest side of Mission Street.

With daylight waning, cumulative conditions shadow impacts would include portions of Seventh and Mission Streets affected by the proposed 1177 and 1125 Market Street projects, respectively. The proposed Mercy Housing project would cast new shadow on the interior plazas of 1340 and 1360 Mission Street, while new shadow from the proposed project at 55 Ninth Street would fall on a portion of the lot at 3701 Eighth Street.

June 21

At 10:00 a.m. on June 21, the project would shade about 210 feet of Market Street, including the north sidewalk. The outdoor terrace and town square areas would also be shaded at this time of day.

Cumulative conditions shadow impacts would include portions of Market Street affected by net new shadow by the proposed projects at 1125 and 1177 Market Street. The proposed 1177 Market Street project would also cast new shadow on portions of Eighth Street between Mission and Market Streets. New shadow cast by the Mercy Housing project at 1390 Mission Street would fall on a portion of Tenth Street between Mission and Market Streets and along the length of Jessie Street between Ninth and Tenth Street. Additionally, there would be new shadow cast on a portion of Ninth Street between Mission and Market Streets by the proposed 55 Ninth Street project. New shadows from this project would also affect interior plazas at 1275 Market Street.

At noon, the project would cast net new shadow on the sidewalk along Market Street, an area about 30 feet wide just along the project frontage on the south side of Market Street. A small portion of the outdoor terrace would also be shaded.

Cumulative shadow impacts at noon on June 21 consist of portions of Market Street between Seventh and Eighth Street affected by the proposed projects at 1125 and 1177 Market Street. In addition, the proposed project at 1390 Mission Street would cast new shadow on the section of Jessie Street between Ninth and Tenth Street and the proposed 55 Ninth Street project would cast a strip of new shadow near 1275 Market Street.

At 3:00 p.m., a total of approximately 360 feet of Tenth Street, including the both the east and west sidewalks between Market and Mission Streets, would lie in the shadow cast by the proposed project. About 60 feet of the south end of Tenth Street near Mission Street, including both sidewalks, would be shaded, as well as 150 feet along the north side of Mission Street at Tenth Street.

Areas affected by new shade in the cumulative conditions scenario include portions of the lots at 1111 and 1115 Market Street that would fall under the shadow cast by the proposed 1125 Market Street project. Shade cast by the proposed 1177 Market Street project would affect a strip of Mission Street including the sidewalk between Seventh and Eighth Streets. The proposed Mercy Housing project at 1390 Mission Street would shade a section of Ninth Street between Mission and Market Streets and shadow from the proposed 55 Ninth Street project would affect the terminus of Laskie Street.

September 21

At 10:00 a.m. on September 21, the project would shade about 150 feet of the sidewalk along the north side of Market Street between Van Ness Avenue and Polk Street. Additionally, the project would shade about 60 feet of Fell Street between Van Ness Avenue and Polk Street, including the northern sidewalk. The entire outdoor terrace would be in shade at this time of the morning.

Portions of Market Street between Seventh and Eighth Streets would be affected by shade created by the proposed projects at 1177 and 1125 Market Street. In addition, the proposed 1177 Market Street project would cast new shadow on Eighth Street between Mission and Market Streets. The proposed Mercy Housing project at 1390 Mission Street would shade the entire length of Jessie Street between Ninth and Tenth Streets as well as a portion of Tenth Street between Mission and Market Streets. Additional net new shadow cast by the proposed 55 Ninth Street project would fall on Ninth Street between Mission and Market Streets and the area near 1275 Market Street.

At noon, the project would shade about 310 feet of the west side of Tenth Street between Market and Mission Streets, including the sidewalk. There would also be net new shadow on both the northwest and northeast corners of Market and Fell Streets. The majority of the outdoor terrace would be shaded by the residential portion of the project, as well as about 150 feet of the west side of Tenth Street.

The proposed projects at 1177 and 1125 Market Street would each shade portions of Market Street between Seventh and Eighth Streets. The proposed Mercy Housing project at 1390 Mission Street would cast the length of Jessie Street between Ninth and Tenth Streets into shadow as well as a portion of the western sidewalk of Ninth Street between Mission and Market Streets. The area near 1275 Market Street would be affected by new shade cast by the proposed project at 55 Ninth Street.

At 3:00 p.m., the project would add about 300 feet of net new shadow along Tenth Street between Market and Mission Streets, including both sidewalks.

New shadow would be cast on the lots at 111 and 1115 Market Street by the proposed 1125 Market Street project. The proposed 1177 Market Street project would create new shadow in the area immediately northeast of the project in the space between it and the adjacent lot. New shadow would be created on a portion of Ninth Street between Mission and Market Streets by the proposed Mercy Housing project at 1390 Mission Street. New shadow created by the proposed 55 Ninth Street project would fall on the terminus of Laskie Street and the lot at 3701 Eighth Street.

December 21

At 10:00 a.m. on December 21, the proposed project would cast new shadow on the street corner where Fell, Polk, and Market Streets converge, including the sidewalks. The project would also cast a new shadow of about 450 feet along the Tenth Street frontage of the project, and would cover the majority of the outdoor terrace.

Lengthening shadows herald the start of winter and those cast by the proposed project at 1177 Market Street would extend across a portion of Market Street between Seventh and Eighth Streets and into the United Nations Plaza. Additionally, new shadows created by the proposed Mercy Housing project would fall on portions of Jessie Street between Ninth and Tenth Street as well as a piece of the western sidewalk along Ninth Street. New shadow from the proposed project at 55 Ninth Street would affect the area near 1275 Market Street.

At noon, net new shadow of about 150 feet would be cast on the corner of Fell and Market Streets, including the sidewalk. In addition, about a 30-foot portion of shade would fall on the sidewalk on Hayes Street between Polk and Larkin. Finally, an area of about 370 feet of net new shadow would fall along the eastern side of the Tenth Street sidewalk, 210 feet of which would cover the project side of the sidewalk as well. A small portion of the outdoor terrace would be shaded at this time of day.

The United Nations Plaza as well as portions of Market Street between Seventh and Eighth Street would continue to be affected by shadows cast by proposed projects at 1125 and 1177 Market Street. A majority of Jessie Street between Ninth and Tenth Streets would be affected by new net shadow cast by the proposed Mercy Housing project at 1390 Mission Street. A

portion of Ninth Street and sidewalk between Mission and Market Street would be similarly affected by the proposed housing project. Shadow from the proposed project at 55 Ninth Street would fall on the back of lots 1215-31 and 1275 Market Street.

At 3:00 p.m., net new shadow about 60 feet long would fall on both sides of Ninth Street, including the sidewalks, between Market and Mission Streets. There would also be a 30-foot sliver of shade extending across Tenth Street at Mission Street.

New net shadow created by the proposed projects at 1125 and 1177 Market Street would be limited to a strip of Market Street between Seventh and Eighth Streets, a portion of Seventh Street between Mission and Market Streets, the area immediately northeast of 1177 Market Street and portions of the interior sections of various lots on the block. Cumulative conditions also include a portion of what is currently the lot at 1270 Mission Street that would be shaded by the proposed Mercy Housing project at 1390 Mission Street.

EFFECTS ON OPEN SPACE, STREETS, AND SIDEWALKS

As noted above, Section 295 of the *Planning Code* prohibits new shadow upon existing spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet in height unless the new shadow is found to be less than significant by the San Francisco Planning Commission, acting with the advice of the Recreation and Park Commission. The project buildings would not add shade to Civic Center Plaza during the times specified in *Planning Code* Section 295, and would not be considered to have an adverse shadow effect on that open space, nor would the project add shade to the Fulton Street Mall and United Nations Plaza at any time of year.

No public open space would be affected by the proposed project. The net new shading of street and sidewalks that would result from the project or from projects under construction, approved, or proposed in the vicinity would be limited in scope and would not increase the total amount of shading above levels that are common and generally accepted in urban areas. For these reasons, the proposed project would not result in significant shadow effects, nor would it contribute to significant cumulative shadow effects.

The project option of constructing the Mission Street Affordable Housing as two, separately-funded buildings with the same amount of floor area, uses, and residential units as the proposed Mission Street Affordable Housing, was not tested because the buildings would not be far enough apart to result in an appreciable difference in shadow impacts.

G. GROWTH INDUCEMENT

Growth inducement analyses under CEQA considers the ways in which proposed projects could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment.[1] Projects that are traditionally or most commonly considered growth inducing are those that would remove obstacles to population growth (for example, a major expansion of a wastewater treatment plant may allow for more construction in its service area, or a new freeway may allow growth at freeway exits).

Growth is an inherent impact of the proposed Tenth/Market/Mission Streets Mixed-Use Project. The basic premise of the project is to alter the land use, density, and character of the project area by improving public and private employment and residential opportunities. If successfully implemented, the proposed project would be expected to create population, employment, and housing growth in the project area, which are generally beneficial economic impacts. This economic engine would help revitalize the proposed Mid-Market Project Area and the proposed Market and Octavia Neighborhood Plan Area in San Francisco.

Businesses located within the Mid-Market Redevelopment Plan area represent about 1.7 percent of the jobs in San Francisco. With implementation of the Plan, total jobs in the project area are expected to grow to about 2 percent of the citywide employment by the year 2020. This growth represents 5 percent of the anticipated growth for the whole of San Francisco.

With anticipated new housing construction, the project area would increase from about 0.5 percent of the City's housing stock to 1.25 percent. Implementation of the Redevelopment Plan—including the proposed development at Tenth/Market/Mission Streets—would not represent a significant growth in employment or housing in the context of the City as a whole.

Increases in a city's employment in turn increase demand for local housing. As a regional employment center, San Francisco attracts people who want to live close to where they work. These factors continue to support a strong demand for housing in San Francisco. Providing

[1] CEQA Guidelines, Section 15126.2(d).

new housing to meet this strong demand is particularly difficult because of limited land availability and high development costs. For these reasons, San Francisco consistently ranks as one of the most expensive housing markets in the United States.

This discussion considers how adopting the proposed project would affect growth elsewhere in San Francisco. The proposed project would replace seven existing vacant office buildings and a 155-space surface parking lot. With implementation of the municipal office, retail, and restaurant components of the proposed project, total jobs in the project area would grow due to the new retail and restaurant uses at the site. The addition of approximately 513,000 gsf of office space at the Market Street Office building would employ approximately 1,859 people, and approximately 12,750 gsf of retail and restaurant space at the Market Street Office, Tenth Street Housing, and Mission Street Affordable Housing buildings would employ provide employment for approximately 36 people, for a total increase in daily population at the project site by approximately 1,859 employees.[2] However, this increase would not be expected to create new municipal office jobs in San Francisco because those jobs would be relocated to the project site from nearby existing municipal office buildings. It is likely that new retail and restaurant jobs would be held by existing San Francisco residents. Furthermore, project-related housing demand would be less if a greater-than-usual percentage of the proposed project's new retail and restaurant employees were already employed elsewhere and were residents of San Francisco. Not all of the new retail and restaurant jobs created by implementation of the project would be held by existing San Francisco residents. Some workers could move to the City; however, this number is expected to be minimal.

The proposed project would provide approximately 316,000 gross square feet of residential space with a maximum of 450 units, 250 of which would be market rate and 200 of which would be senior affordable housing. With anticipated new housing construction with the proposed project and with other approved and proposed residential developments, the project area would increase the City's overall housing stock. However, implementation of the

[2] Estimates for number of office, retail, and restaurant employment was taken from Table C-1, Trip Generation Rates & Employment Densities for Typical Land Uses, *San Francisco Transportation Analysis Guidelines,* p. C-3, October 2002. Office uses = 1 employee per 276 gsf, and retail and restaurant uses = 1 employee per 350 gsf.

proposed project would not represent a significant growth in employment or housing in the context of the City as a whole.

The project area has historically seen higher office and retail vacancy rates and lower rents than other areas of San Francisco. The project area would continue to provide low-cost housing, and new housing proposed in the vicinity would include affordable options. The proposed project would seek to consolidate municipal employment and services in the area and increase the number of housing opportunities and residents. This added development would improve the underutilized Mid-Market and Market and Octavia Neighborhood areas and offer businesses and residents opportunities to be located within a developed area of the City rather than shifting this future growth to areas outside of the City.

The proposed project is located in an urban area that is already serviced by the City's municipal infrastructure and public services. No expansion to municipal infrastructure or public services not already under consideration or included with the project would be required to accommodate new development directly or indirectly induced by the proposed project. The proposed project would not result in development of new public services that would accommodate significant further growth. For these reasons, the project would not be considered to result in significant growth-inducing impacts.

IV. MITIGATION AND IMPROVEMENT MEASURES

In the course of project planning and design, measures have been identified that would reduce or eliminate potentially significant environmental impacts of the project. Mitigation measures identified in this EIR and in the Initial Study would be required by decision makers as conditions of project approval unless they are demonstrated to be infeasible based on substantial evidence in the record. Improvement measures are suggested to reduce adverse environmental effects not otherwise identified as significant environmental impacts. Implementation of some measures may be the responsibility of public agencies. Mitigation measures and improvement measures would be made applicable to the project as part of specific project review.

Each mitigation measure and improvement measure and its status is discussed below. Measures from the Initial Study (see Appendix A, p. A.1) proposed as part of the project are indicated with an asterisk (*) and follow measures of topics discussed in the EIR.

A. TRANSPORTATION

MITIGATION MEASURES

EXISTING (YEAR 2003) PLUS PROJECT CONDITIONS

A.1 *Traffic Mitigation Measure.* The proposed project would constitute a considerable contribution to existing plus project traffic at the intersection of South Van Ness Avenue and Mission Street, which would result in an operating condition of LOS F. Adjustment of signal splits at the intersection is restricted by the time required for pedestrians to cross the intersection. Keeping the same cycle length and adjusting the signal timing only would not improve the level of service. It was determined using an optimization tool that by increasing the cycle length to 130 seconds and adjusting the signal splits slightly there would be an improvement in the level of service. The modified green time would be 48 seconds for the northbound and southbound directions, 32 seconds for the eastbound, and 37 seconds for the westbound direction. This adjustment would result in an intersection LOS E (same as the existing condition) with an average delay of 71.6 seconds. This indicates that with the suggested modification, this intersection would operate better than the existing condition.

Any changes to the signal timing along Mission Street could potentially affect the signal progression and MUNI bus operation along the corridor and would require further study. The project sponsor shall coordinate with Department of Parking and Traffic to

assess the potential secondary effects, as well as the feasibility of this mitigation measure. If this measure has adverse effects on MUNI operations, it would not be implemented, and the impact would be unavoidable and significant.

FUTURE CUMULATIVE (YEAR 2020) CONDITIONS

A.2 *Traffic Mitigation Measure.* Traffic generated by the proposed project would constitute a considerable contribution to cumulative traffic at the intersection of South Van Ness Avenue and Mission Street, which would result in a future operating condition of LOS F. Mitigation Measure A.1 would also improve the level of service for future cumulative conditions. This mitigation would result in the intersection operating at LOS E with a delay slightly higher than existing condition (78.9 seconds per vehicle).

Any changes to the signal timing along Mission Street could potentially affect the signal progression and MUNI bus operation along the corridor and would require further study. The Department of Parking and Traffic shall coordinate with MUNI to assess the potential secondary effects, as well as the feasibility of this mitigation measure. If it is determined that this measure would have a significant impact on MUNI operations, it would not be implemented, and the impact would be unavoidable and significant.

IMPROVEMENT MEASURES

EXISTING (YEAR 2003) PLUS PROJECT CONDITIONS

A.3 *Parking Improvement Measure.* Although the project would meet or exceed applicable *Planning Code* requirements for provision of parking spaces, the proposed project would not meet its estimated residential parking demand of 349 spaces, based on calculations using the parking demand rates in the *SF Guidelines*. The proposed project would supply up to 230 parking spaces for the residential units and would thus result in an unmet residential demand of approximately 119 spaces. The proposed project also would not meet the parking demand for office spaces. The supplied spaces for office are 83 while the demand is for 710 spaces. This would result in a total unmet demand of 627 spaces. While this would not be considered a significant effect, to the extent possible, the project sponsor could potentially reduce parking demand by implementing Transportation Demand Management strategies, including City CarShare (a vehicle-sharing program in San Francisco, the East Bay, and the Peninsula), Commuter Checks (vouchers that are redeemed for mass transit fares), and RIDES (a ride sharing program). The project sponsor also could make transit information available to city employees and residents at the Tenth/Market/Mission Streets project site.

A.4 *Construction Improvement Measure.* Although construction impacts would be temporary and short term, the following improvement measures would lessen their impacts.

Any construction traffic occurring between 7:00 and 9:00 a.m. or between 3:30 and 6:00 p.m. would coincide with peak-hour traffic and could impede traffic flow. The impact of lane closures and construction traffic would decrease the capacity of streets

and slow the movement of traffic (including MUNI buses). Traffic volumes in the AM peak period on one-way, southbound Tenth Street, an off-peak direction, would be expected to accommodate construction vehicles without substantial delay of other traffic. To the extent possible for future projects in the study area, truck movements should be limited to the hours before 3:30 p.m. to minimize disruption of the general traffic flow on adjacent streets during the PM peak period.

Prior to any lane closure and encroachment on traffic lanes, proper permits would need to be obtained from the City. The project sponsor and construction contractor(s) would meet with the Traffic Engineering Division of the Department of Parking and Traffic, the Fire Department, and the Planning Department to determine feasible traffic improvement measures to reduce traffic congestion and pedestrian circulation impacts during construction of the project. In addition, to ensure that construction activities do not impact MUNI bus stops or routes in the area, the project sponsor should coordinate with MUNI's Chief Inspector prior to construction.

B. WIND

IMPROVEMENT MEASURE

B.1 Interior plazas, walkways, and terraces could be landscaped to reduce wind and improve usability. Porous materials or structures (vegetation, hedges, screens, latticework, and perforated or expanded metal structures) could be used to offer superior wind shelter compared to a solid surface. Wind-sheltering elements could have sufficient height to shelter the area in question. (Wind shadows behind porous wind screens or shelter belts generally provide shelter a distance downwind equivalent to three to five times the height of the wind screen.) Outdoor furniture and any landscape structures could be firmly attached to the ground or buildings to resist being blown over.

C. NOISE

MITIGATION MEASURE

Contractors shall be required to use construction equipment with state-of-the-art noise shielding and muffling devices.

*C.1 The project sponsor shall require that its geotechnical engineering contractor conduct a pre-construction assessment of existing subsurface conditions and the structural integrity of nearby buildings subject to pile driving impacts prior to receiving a building permit. If recommended by the geotechnical engineer, for structures or facilities within 50 feet of pile driving, the project sponsor shall require ground-borne vibration monitoring of nearby structures. The project sponsor shall also require its construction contractor to use feasible noise-reducing pile driving techniques if nearby structures are subject to pile driving noise and vibration. These techniques may include

pre-drilling pile holes (depending on soil type) to the maximum feasible depth, installing intake and exhaust mufflers on pile driving equipment, vibrating piles into place when feasible, and installing shrouds around the pile driving hammer where feasible.

At least 48 hours prior to pile driving activities, the project sponsor shall notify building owners and occupants within 200 feet of the project site of the dates, hours, and expected duration of such activities.

D. AIR QUALITY

MITIGATION MEASURE

*D.1 The project sponsor shall require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions.

Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor would require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants by such means as prohibiting idling motors when equipment is not in use or when trucks are waiting in queues, and implementing specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

E. WATER QUALITY

MITIGATION MEASURE

*E.1 a. If dewatering were necessary, the project sponsor shall follow the recommendations of the geotechnical engineer or environmental remediation consultant, in consultation with the Bureau of Environmental Regulation and Management of the Department of Public Works, regarding treatment, if any, of pumped groundwater prior to discharge to the combined sewer system.

b If dewatering were necessary, groundwater pumped from the site shall be retained in a holding tank to allow suspended particles to settle, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the Department of Public Works to reduce the amount of sediment entering the combined sewer system.

c. The project sponsor shall require the general contractor to install and maintain sediment traps in local stormwater intakes during construction to reduce the amount of sediment entering the combined sewer system, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the Department of Public Works.

F. HAZARDOUS MATERIALS

MITIGATION MEASURE

*F.1 In addition to local, state, and federal requirements for handling hazardous materials, underground storage tanks, and soil and groundwater containing chemical contaminants, the project sponsor shall enter into a remedial action agreement with the Department of Public Health pursuant to Health and Safety Code Section 101480 et seq. At a minimum, the project sponsor shall undertake the following work and any additional requirements imposed by the Department of Public Health under the agreement.

a. A Phase II investigation has been performed to evaluate soil and groundwater quality at the site as a result of former operations at the site and in the site vicinity. Soil and groundwater were evaluated for the presence of petroleum hydrocarbons, metals, volatile organic compounds, semi-volatile organic compounds and polynuclear aromatic hydrocarbons.

b. A site mitigation plan shall be developed to address any contaminated soil and/or groundwater, underground storage tanks, or other hazardous materials identified during the Phase II investigation or subsequent demolition activities.

If deemed necessary, all impacted materials shall be mitigated prior to construction. Soils with elevated petroleum hydrocarbon or lead concentrations may require excavation and off-site disposal. Soil levels in excess of applicable federal, state, or local limits for petroleum hydrocarbon or lead concentrations shall be disposed of off site in accordance with California hazardous waste disposal regulations (CCR Title 26) or shall be managed in place with approval of the California Department of Toxic Substances Control or the Regional Water Quality Control Board.

If the site mitigation results in earth-moving activities that require the preparation of a site safety and health plan because contaminated soils and/or groundwater may be encountered, in addition to measures that protect on-site workers, the plan shall include measures to minimize public exposure to contaminated soils. Such measures would include dust control, appropriate site security, restriction of public access, and posting of warning signs. Such measures would apply from the time of surface disruption through the completion of earthwork construction.

c. Prior to any demolition or excavation at the project site, the project sponsor shall conduct surveys to identify any potentially hazardous materials (e.g.,

asbestos, lead-based paint, PCBs, mercury) in existing buildings or building materials. At a minimum, these surveys shall identify any hazardous materials that would require removal and disposal prior to demolition. These surveys shall be completed by a state registered inspector or a similarly qualified individual who states that all necessary mitigation measures have been implemented.

d. All reports and plans prepared in accordance with this mitigation measure shall be provided to the San Francisco Department of Public Health (DPH) and any other agencies identified by DPH. When all hazardous materials have been removed from existing buildings and soil and groundwater analysis and other activities have been completed, as appropriate, the project sponsor shall submit to the San Francisco Planning Department and DPH a report stating that the mitigation measure has been implemented. The report shall describe the steps taken to comply with the mitigation measure and include all verifying documentation. The report shall be certified by a Registered Environmental Assessor or a similarly qualified individual who states that all necessary mitigation measures have been implemented.

e. Should elevated levels of contamination remain at the site, a deed notification shall be required for the project site along with a DPH-approved Cap Maintenance Plan. The deed notification is to be recorded on the deed, prior to DPH issuing a "No Further Action" letter for the project site.

G. ARCHEOLOGICAL RESOURCES

MITIGATION MEASURE

*G.1 Based on a reasonable presumption that archaeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archaeology. The archaeological consultant shall implement the archaeological research design and treatment plan (ARD/TP). The consultant shall be available to conduct an archaeological monitoring and/or data recovery program if required pursuant to this measure. The archaeological consultant's work shall be conducted in accordance with this measure and with the requirements of the project ARD/TP (Archeo-Tec, *Draft Archaeological Research Design/Treatment Plan, Tenth/Market/Mission Mixed Use Project,* June 26, 2003) at the direction of the Environmental Review Officer (ERO). In instances of any inconsistency between the requirements of the project ARD/TP and of this archaeological mitigation measure, the requirement of this latter shall prevail. All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archaeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the

suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archaeological resource as defined in CEQA Guidelines Sect. 15064.5 (a)(c).

Archaeological Testing Program. The archaeological consultant shall prepare and submit to the ERO for review and approval a final archaeological testing plan (ATP). The archaeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archaeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archaeological testing program will be to determine to the extent possible the presence or absence of archaeological resources and to identify and to evaluate whether any archaeological resource encountered on the site constitutes a historical resource under CEQA.

At the completion of the archaeological testing program, the archaeological consultant shall submit a written report of the findings to the ERO. If based on the archaeological testing program the archaeological consultant finds that significant archaeological resources may be present, the ERO in consultation with the archaeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archaeological testing, archaeological monitoring, and/or an archaeological data recovery program. If the ERO determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, at its own discretion, the project sponsor may either:

- Redesign the proposed project so as to avoid any adverse effect on the significant archaeological resource; or
- Implement a data recovery program, unless the ERO determines that the archaeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archaeological Monitoring Program. If the ERO in consultation with the archaeological consultant determines that an archaeological monitoring program is to be implemented, the archaeological monitoring program shall minimally include the following provisions:

- The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the archaeological monitoring program reasonably prior to any project-related soils-disturbing activities commencing. The ERO in consultation with the archaeological consultant shall determine what project activities shall be archaeologically monitored. In most cases, any soils-disturbing activities (e.g., demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles for foundation or shoring, site remediation) shall require archaeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;
- The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), how to identify the

evidence of the expected resource(s), and the appropriate protocol in the event of apparent discovery of an archaeological resource;

- The archaeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archaeological consultant and the ERO until the ERO has, in consultation with project archaeological consultant, determined that project construction activities could have no effects on significant archaeological deposits;
- The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual materials as warranted for analysis;
- If an intact archaeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archaeological monitor has cause to believe that the pile driving activity may affect an archaeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archaeological consultant shall immediately notify the ERO of the encountered archaeological deposit. The archaeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archaeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archaeological resources are encountered, the archaeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archaeological Data Recovery Program. The archaeological data recovery program shall be conducted in accord with an archaeological data recovery plan (ADRP). The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archaeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archaeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.

- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archaeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archaeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains and Associated or Unassociated Funerary Objects. The treatment of human remains and of associated or unassociated funerary objects discovered during any soils-disturbing activity shall comply with applicable state and federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC), which shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines. Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archaeological Resources Report. The archaeological consultant shall submit a draft final archaeological resources report (FARR) to the ERO that evaluates the historical significance of any discovered archaeological resource and describes the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archaeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: The California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may

require a different final report content, format, and distribution than that presented above.

V. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED

In accordance with Section 21100 (b)(2)(A) of the California Environmental Quality Act (CEQA), and Section 15126.2(b) of the State CEQA Guidelines, this section identifies significant impacts that could not be eliminated or reduced to an insignificant level by implementing mitigation measures included as part of the project or by other mitigation measures that could be implemented, identified in Section IV, Mitigation Measures. This section is subject to final determination by the San Francisco Planning Commission as part of the certification process for the EIR. If necessary, this section will be revised in the Final EIR to reflect the findings of the Commission.

As discussed in Section III, Environmental Setting and Impacts, and Section IV, Mitigation and Improvement Measures, implementation of the proposed project may result in unavoidable significant adverse effects. Existing-plus-project traffic conditions would change peak level of service (LOS) at the intersection of Mission Street/South Van Ness Avenue from an unacceptable LOS E to LOS F, with an increase in overall delay of 17.4 seconds per vehicle. Cumulative conditions would continue at LOS F, with an increased overall delay of 27.5 seconds per vehicle, compared to existing conditions. The project would potentially have a substantial contribution to the significant cumulative impact. Adjusting the signal timing[1] of the intersection would mitigate this impact, resulting in the intersection operating at LOS E (same as the existing condition) with a delay of 78.9 seconds. Further study would be needed to determine feasibility. With the suggested modifications, this intersection would operate better than the existing condition. In addition, two MUNI transit corridors (Third Street and Mission Streets) would operate at 102 percent during peak travel times, resulting in a significant impact on MUNI operations. Because the Market Street Office is a government use building, it would not be subject to the Transit Impact Development Fee, which would

[1] Increase the intersection cycle length to 130 seconds and adjust the signal splits slightly. The modified green time would be 48 seconds for the northbound and southbound directions, 32 seconds for the eastbound, and 37 seconds for the westbound.

otherwise be used to reduce this impact. Such a mitigation would be considered infeasible; therefore, the project would have an unavoidable significant effect on transit.

VI. ALTERNATIVES TO THE PROPOSED PROJECT

This section identifies alternatives to the proposed project and discusses potential environmental impacts associated with two of these alternatives. Project decision makers could approve an alternative instead of the proposed project, if that alternative would substantially reduce or eliminate significant impacts of the project, and is determined feasible. The determination of feasibility will be made by project decision makers on the basis of substantial evidence in the record, which shall include, but not be limited to, information presented in the EIR and in comments received on the Draft EIR.

Two alternatives are evaluated in this section: Alternative A: No Project and Alternative B: Reduced Program. Alternative B could be implemented under City controls but would require many of the same approvals as the proposed project.

Other alternatives were considered by the project sponsor and the City, but ultimately rejected. For example, the project sponsor considered evaluating a reduced housing alternative that included the Market Street Office Building, but reduced the total housing units provided by the Mission Street Affordable Housing and/or the Tenth Street Housing components. However, as shown in Table 6, p.98, the majority of the trips generated by the project would be from the Market Street Office Building. Therefore, even if the residential component were reduced, or eliminated, there would not be a substantial reduction in the total trips and the project's potentially significant transportation impacts would not be avoided or substantially lessened. CEQA only requires that an EIR consider alternatives that would avoid or substantially lessen any of the significant effects of the project. (CEQA Guidelines Section 15126.6(a).) In addition, CEQA provides that for projects providing housing, a public agency may "not reduce the proposed number of housing units . . . as a project alternative for a particular significant effect on the environment if it determines that there is another feasible . . . project alternative that would provide a comparable level of mitigation." (CEQA Guidelines, Public Resources Code Section 21159.26.) Here, the two alternatives evaluated in the EIR (as well as the project and alternatives evaluated in the EIR for the 525 Golden Gate Avenue site, as described below) provide a higher degree of mitigation with respect to the project's potential

impacts than a reduced housing alternative. For these reasons, a reduced housing alternative is not evaluated in this EIR.

The City has previously considered alternatives to the Market Street Office Building for the purpose of consolidating in the vicinity of City Hall City administrative functions that are now dispersed throughout the Civic Center and the City as a whole. One such alternative was a building to be located at 525 Golden Gate Avenue, which would have provided up to 255,500 square feet of municipal office space. The Planning Commission certified a Final EIR for this project on February 15, 2001, and the analysis and conclusions of that FEIR are incorporated herein by reference. The FEIR considered five alternatives, including an off-site alternative that would have been constructed at the corner of Polk and Hayes streets, and would have provided up to approximately 217,000 square feet of office space.

The 525 Golden Gate Avenue project is no longer feasible, as the City decided to use this site for a new County Law Library, and has prepared an Addendum to the FEIR to address the revised project. Regardless, the Market Street Office is more suitable, as it provides over 513,250 square feet of office space, more than twice as much as the 525 Golden Gate Avenue project, and thus would better meet the City's goals of consolidating and owning its own office space, and thus protect the General Fund against the uncertainties and fluctuations in the office rental market. The same is true with respect to the off-site alternative analyzed in the 525 Golden Gate Avenue FEIR, which would have provided even less municipal office space. The City estimated that, as of August 1, 2000, it leased approximately 1,000,000 sf of office space in the Civic Center Area. (525 Golden Gate Avenue FEIR, p. 22.) In addition, on November 4, 2003, the Board of Supervisors, in Resolution Number 730-03, approved a non-binding Term Sheet with the project sponsor regarding the joint development of the project, which identified the City goal of acquiring over 1,000,000 sf of office space in the Civic Center. (See Term Sheet, Paragraph I(E).) Accordingly, even the current project would only go about halfway towards meeting the City's eventual goal.

Therefore, no alternative sites have been identified within downtown San Francisco where the project could be constructed and meet the project sponsor's objectives, and where the project's

environmental effects would be substantially lessened or avoided. Therefore, an off-site alternative is not considered.

A. ALTERNATIVE A: NO PROJECT

DESCRIPTION

The No Project Alternative would entail no physical land use changes at the project site. The seven existing vacant buildings would not be demolished, and no new residential, retail, or office space would be developed. This alternative would not preclude future proposals for redevelopment of the project site, including similar development consistent with the existing planning controls for the site or envisioned in the *Mid-Market Redevelopment Plan*.

IMPACTS

If the No Project Alternative were implemented, none of the impacts or benefits associated with the proposed project would occur. The existing buildings on the Tenth/Mission/Market site would not be demolished, and the existing parking lot would be retained on site.

The environmental characteristics of this alternative would generally be as described in the environmental setting sections of Section III. Land uses, visual quality and urban design, circulation, parking, wind and shadow effects, and other physical characteristics of the site would not immediately change, except as a result of nearby development.

This alternative would not respond to key goals of the *Downtown Plan,* the proposed *Mid-Market Redevelopment Plan,* and the proposed *Market and Octavia Neighborhood Plan*; these plans focus on the creation of more intense mixed-use districts with increased ratios of residential development to other types of land uses, and the elimination of physical and economic blight. The No Project Alternative also would not meet the project sponsor's goals to provide low- and moderate-income housing and would not meet the City's goal to own its own office space in the Civic Center area.

B. ALTERNATIVE B: REDUCED PROGRAM

DESCRIPTION

The Reduced Program Alternative is intended to respond to the potential traffic impacts of the proposed project. With this alternative, the project site would be developed in a manner similar to the proposed project (described in Section II, Project Description), with several notable differences:

- The Market Street Office Building would be reduced to 32,350 gsf and to about two stories in height, compared to 513,000 gsf of office space in a 24-story building with the proposed project. Total retail space with this alternative would be 3,000 gsf compared to 6,000 gsf of restaurant space with the proposed project.
- The Mission Street Affordable Housing and the Tenth Street Housing components would be included, as with the proposed project.
- The number of off-street parking spaces provided on site would decrease by approximately 40 spaces compared to the proposed project. A total of 273 spaces would be provided, including about 43 parking spaces for the Market Street Office. The 230 residential parking spaces of the proposed project would remain the same.

Other characteristics of this alternative would be the same as for the proposed project, as described in Section II, Project Description, including the number and mix of residential units; the number of buildings and their architectural design and massing; the types, areas and locations of support facilities (lobbies, management offices, etc.); and the overall phasing of project construction.

IMPACTS

The Reduced Program Alternative would not meet the goal for city-owned office space in the Civic Center area. This alternative would have characteristics similar to those of the proposed project, and its potential environmental effects—except as noted below—would be the same as described for the project in Section III, Environmental Setting and Impacts, and the Initial Study, Appendix A. Mitigation and improvement measures described in Section IV would also apply to this alternative. Differences between the proposed project and this alternative, with respect to effects on local transportation, wind, and shadows, are discussed below.

By reducing the amount of municipal office space to 32,350 gsf, the alternative would not meet the City's goal of moving and consolidating a significant portion of leased office space to a building owned by the City. A 32,350-gsf building would also be out of scale from an urban design perspective and would not meet the project sponsor's goal to contribute to the redevelopment of the Mid-Market Redevelopment Project Area by introducing a substantial amount of new housing, office, and retail on this portion of Market Street.

Traffic

With the Reduced Program Alternative, an office building of 32,350 gsf or smaller would maintain the Mission Street and South Van Ness Avenue intersection at the current LOS E, compared to LOS F with existing-plus-proposed project conditions. The intersection would operate at LOS F with a delay 99.3 seconds under the future cumulative conditions. The project would add 221 vehicles (including both inbound and outbound trips), which is approximately 29 percent of the trip generation for the office use (715 outbound and 40 inbound).

Approximately 15 vehicles could be added at the intersection and still maintain the existing LOS E under future cumulative conditions. Fifteen vehicles at the intersection would approximately translate to 52 total peak-hour vehicle trips generated by the office use. The proposed office use of 513,250 gsf would generate 755 peak-hour vehicle trips. It is estimated that office space of 32,350 gsf would generate about 52 trips. Therefore, the Reduced Program Alternative would not have a significant adverse effect on intersection LOS conditions. The proposed project, with the 513,250 gsf of municipal office space, would change the Mission/South Van Ness LOS from E to F, and would be considered to have a substantial contribution to a cumulative LOS F, with increased delay. Section IV, Mitigation Measures, Measure A.1, identifies signal timing changes at the Mission/South Van Ness intersection that maintain LOS E with project and cumulative conditions.

Wind

The two-story Reduced Program Alternative office building would not be of sufficient height to block wind currents encountering the 15- and 21-story residential buildings (based on a

review of wind tunnel studies conducted for the proposed project). This alternative could, therefore, result in more adverse wind conditions along Tenth Street, compared to wind conditions with the proposed project, resulting in potentially significant wind effects. The Improvement Measure B.1 in Section IV of this document for the proposed project would reduce the impacts of this alternative.

Shadows

Shadow patterns were not projected for the Reduced Program Alternative; however, deductions about the potential impacts can be made by analyzing the shadow projections for the proposed project. Like the proposed project, the Reduced Program Alternative would not cause any net new shading on the public open space in the project vicinity covered by Planning Code Section 295 (Civic Center Plaza) at any time of year from one hour after sunrise to one hour before sunset. Nor would the project add shade to Fulton Street Mall or the United Nations Plaza, covered under Section 147. The shadows cast on Market Street and north of Market Street, as described in Section III.F, Shadows, would be greatly reduced because the office building component would be 22 stories shorter than the Reduced Program Alternative. The housing components of the alternative, however, would be the same as the proposed project and would therefore similarly result in no significant shadow impacts on Mission and Tenth Streets.

C. ENVIRONMENTALLY SUPERIOR ALTERNATIVE

Both Section III, Environmental Setting and Impacts and the Initial Study, Appendix A, prepared for the proposed project determined that impacts in the following issue areas would be less than significant: population and housing, noise, utilities and public services, biology, geology, and topography, water, energy and natural resources, hazards, and cultural resources. Impacts in those issue areas would also be less than significant with implementation of the Reduced Program Alternative, because the alternative would involve a similar area of disturbance and would result in the same increases in site use by residents. Based on this preliminary analysis, the environmentally superior alternative would be the Reduced Program Alternative from a traffic and shadows perspective.

VII. DRAFT EIR DISTRIBUTION LIST

Copies of this Draft EIR or Notices of Availability and Draft EIR hearing were mailed or delivered to the following public agencies, organization, and individuals. In addition, Notices of Availability were sent to tenants at the project site, adjacent property owners and tenants, and other interested parties.

FEDERAL AND STATE AGENCIES

State Office of Intergovernmental Management
State Clearinghouse
1400 Tenth Street, Room 121
P.O. Box 3044
Sacramento, CA 95812-3044

Leigh Jordan, Coordinator
Northwest Information Center
Sonoma State University
1303 Maurice Avenue
Rohnert Park, CA 94928

Nandini N. Shridhar
California Department of Transportation
Office of Transportation Planning - B
P.O. Box 23660
Oakland, CA 94623-0660

California Department of Fish and Game
Central Coast Region
Habitat Conservation
P.O. Box 47
Yountville, CA 94599

U.S. Fish and Wildlife Service
2800 Cottage Way, Room W-2605
Sacramento, CA 95825-1846

REGIONAL AGENCIES

Suzan Ryder
Association of Bay Area Governments
P.O. Box 2050
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APPENDIX A: INITIAL STUDY

INITIAL STUDY

2003.0262E: Tenth/Market/Mission Streets Mixed-Use Project

I. PROJECT DESCRIPTION

The project site, 1407–1435 Market Street, 18–70 Tenth Street, and 1400 Mission Street, is Assessor's Block 3507, Lot 39, and is approximately 95,000 square feet (about two acres) on the west side of Tenth Street between Market and Mission Streets, adjacent to the Bank of America Data Center at Market and 11th Streets (See Figure 1, p. 3). The project site is in the C-3-G (Downtown General Commercial) Zoning District and in the 150-S, 200-S, and 320-S Height and Bulk Districts. The project site is also within the proposed Mid-Market Redevelopment Project Area, proposed for designation as a redevelopment area by the San Francisco Redevelopment Agency, and in the Market and Octavia Neighborhood Plan Area.

The proposed project is intended as an affordable housing project with a municipal office building to meet the long-term occupancy and financial objectives of the City. The City's intention is to consolidate city offices currently in leased space in the Civic Center area in a new office building that would be owned by the City. The project may require minor development of office uses for non-municipal purposes and may also require development of market-rate housing for financing purposes. In addition, the senior affordable housing component of the project may require the development of two separate buildings.

The proposed project would involve the demolition of seven existing vacant office buildings, which range in height from two to four stories and total approximately 166,700 gross square feet (gsf). It would also require demolition of 155 currently active surface parking spaces on Tenth Street between Market and Mission Streets, and construction of a mixed-use development containing office, affordable housing, parking, retail, and other community-serving uses, including meeting rooms. The development proposal entails subdivision of the site into at least two parcels.

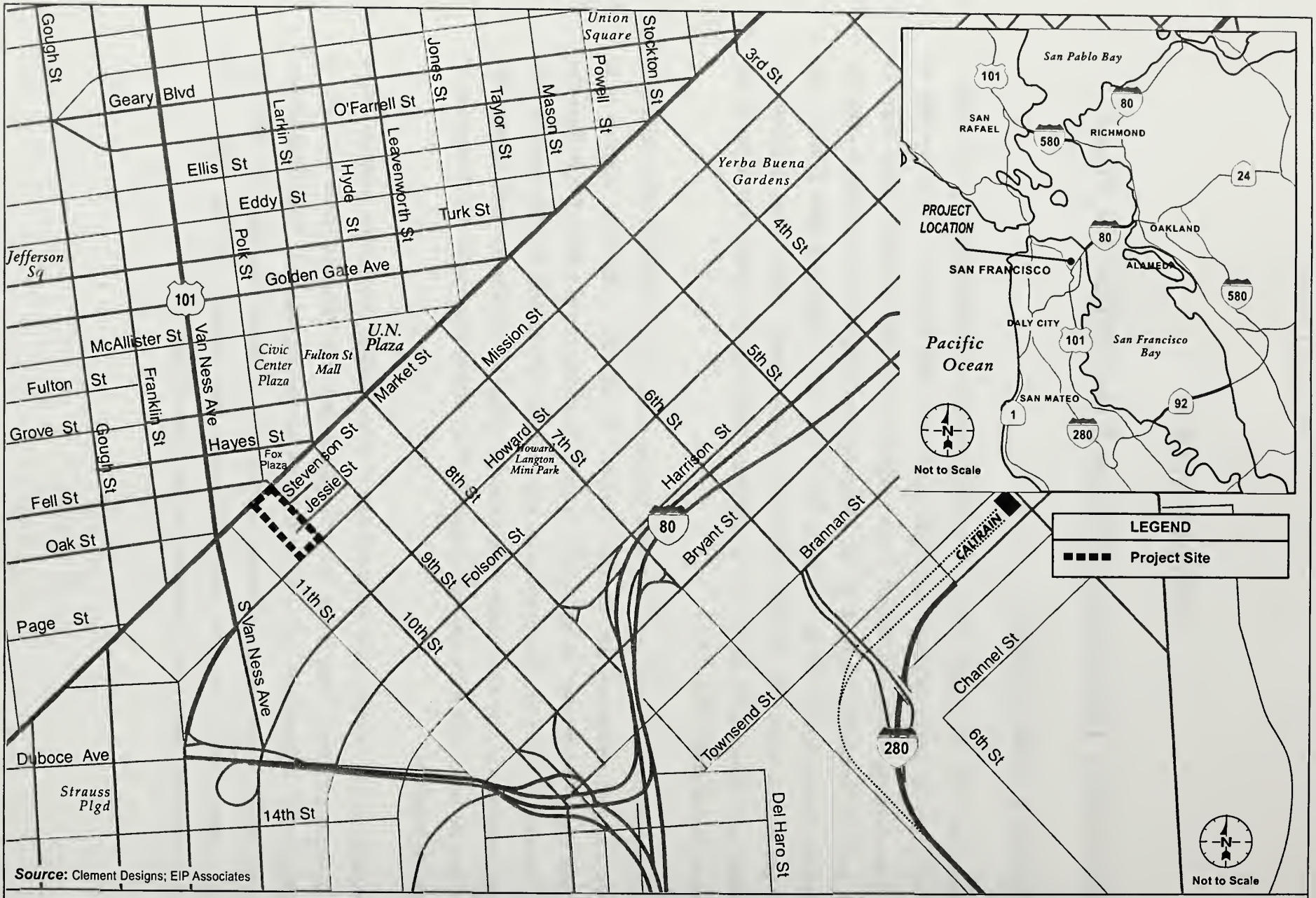
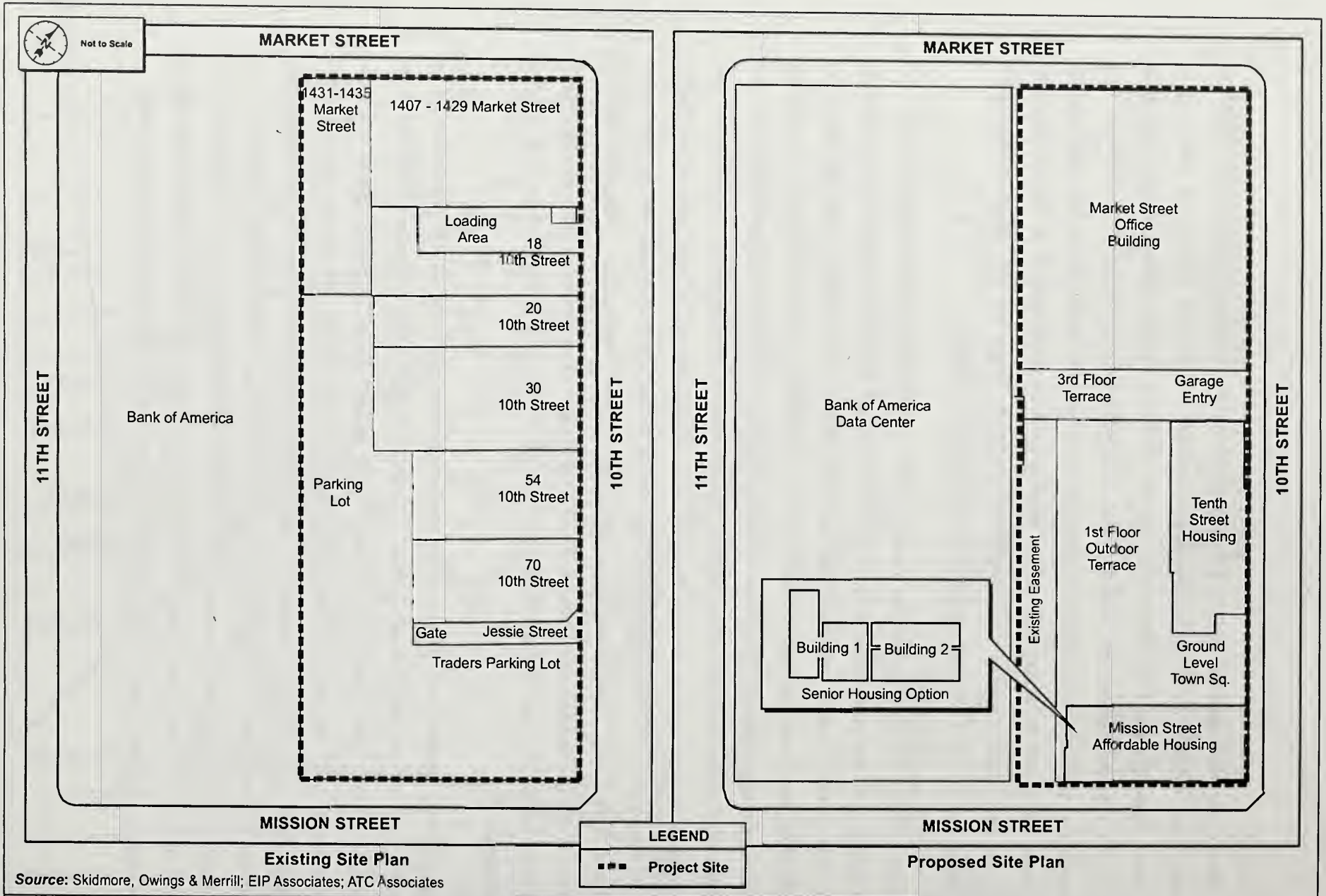


FIGURE 1
Project Location

For purposes of the environmental analysis, the project will be addressed as a municipal office building on Market Street (Market Street Office Building), a market-rate housing building on Tenth Street (Tenth Street Housing), and affordable senior housing on Mission Street (Mission Street Affordable Housing). As a project option, the Mission Street Affordable Housing would be composed of two separately-funded buildings with different construction schedules, but would include the same amount of floor area, uses, and residential units as the proposed project (see Figure 2, p. 5). As shown in Figure 2, the building footprint of this option would be slightly larger and with different massing on the rooftop to account for a physical separation between the two buildings.

Preliminary architectural plans include the municipal office building on the northern portion of the site (45,855 square feet) at the southwest corner of the intersection of Tenth and Market Streets (see Figure 2, p. 5). The 24-story, approximately 320-foot-tall office building would include about 513,250 gsf of municipal office uses (including approximately 5,000 gsf of childcare facilities) and one level of below-grade parking for approximately 83 vehicles. The total parking area would comprise about 50,000 gsf. The ground floor of the municipal office building would contain a reception lobby; a public plaza with a five-story, 65-foot-tall atrium; loading facilities; and about 6,000 gsf of retail uses along Market Street (see Figure 3, p. 6). Two centrally located service drives to a loading and parking area would be accessed from Tenth Street between the office and housing components. Note that Figure 3 illustrates a five-foot-wide easement between the existing Bank of America Data Center and the Market Street Office Building. Bank of America would retain this easement to provide access to its building for maintenance.

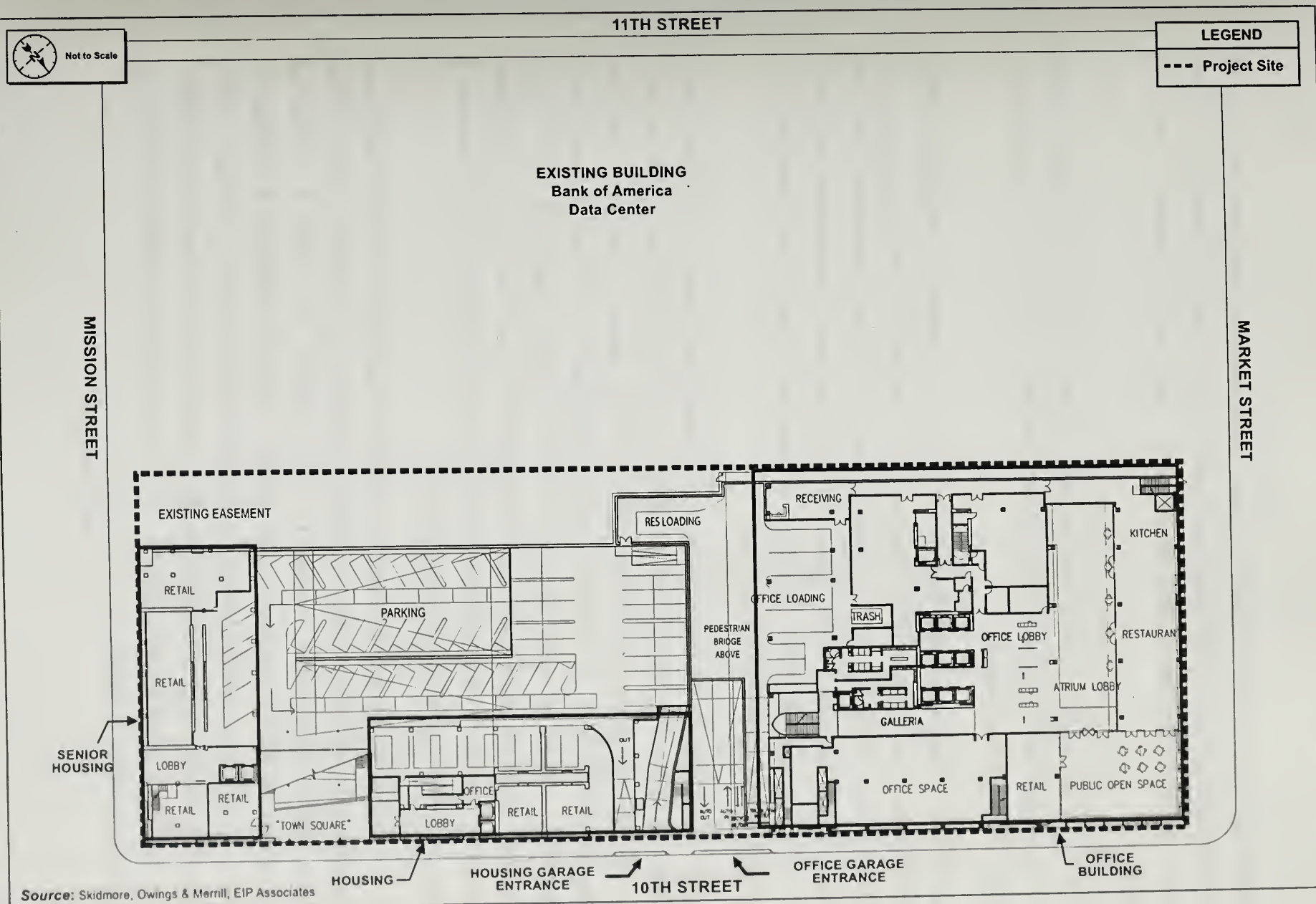
The senior housing component would be on the southern portion of the site (49,183 square feet) at the northwest corner of Tenth and Mission Streets. The market-rate housing component would be on the western side of the Tenth Street. The housing would include about 316,000 gsf in a two-tower configuration, 210,667 gsf for the Tenth Street Housing, and 105,333 gsf for the Mission Street Affordable Housing. Off-street parking for about 230 vehicles, 160 spaces for the Tenth Street Housing and 70 spaces for the Mission Street Affordable Housing, would be on the ground floor and on one level partially below grade, accessed from Tenth Street (see Figure 3, p. 6). Total parking area would be about 83,300 gsf, approximately 57,948 gsf for Tenth Street Housing and 25,352 gsf for Mission Street Affordable Housing. The housing would also contain about 6,750 gsf of retail uses.



Source: Skidmore, Owings & Merrill; EIP Associates; ATC Associates

FIGURE **2**

Existing and Proposed Site Plan for Project and Senior Housing Option



Source: Skidmore, Owings & Merrill, EIP Associates

FIGURE 3
Ground-Floor Plan

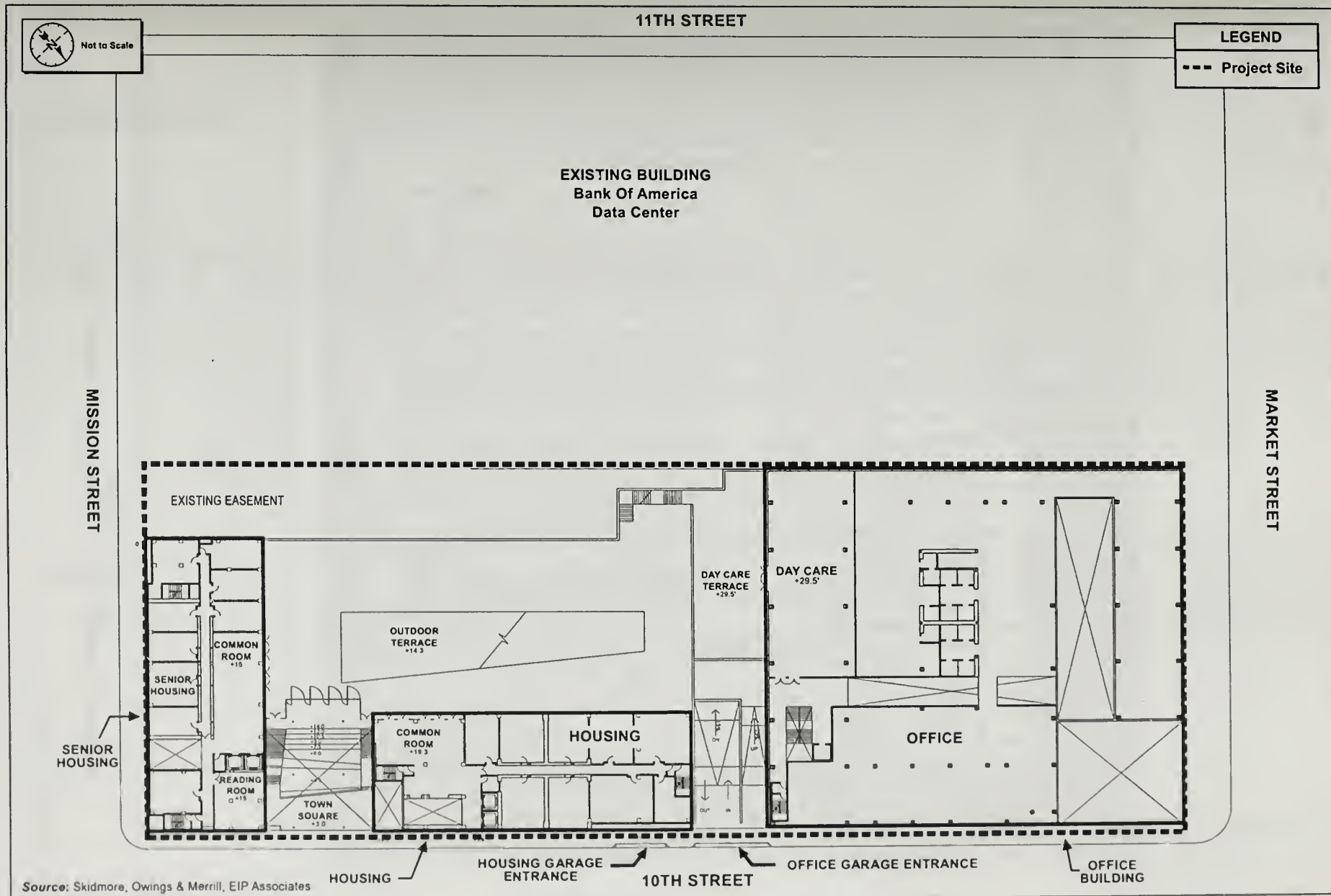
Residential open space would be provided in a central terrace above the ground floor, between and to the west and north of the residential towers (see Figure 4, p. 8). A portion of Jessie Street, a minor street that now has a dead-end segment on the project block, would be vacated as part of the development.

Figure 5, p. 9, illustrates a south to north section for the project buildings along Tenth Street. Figure 6, p. 10, is an elevation of the Mission Street Affordable Housing, and Figure 7, p. 11, is an elevation of the Market Street Office Building.

As described above, although it is anticipated that the majority of the residential development would be affordable housing, a market-rate housing component may be required for financing purposes, and such a program has been assumed for the Tenth Street Housing. The 21-story, 200-foot-tall Tenth Street Housing would have up to 220 units (55 studios, 92 one-bedroom units, 55 two-bedroom units, and 18 three-bedroom units). The 14-story, 135-foot-tall affordable senior housing tower would have up to 220 units (157 studios and 63 one-bedroom units).

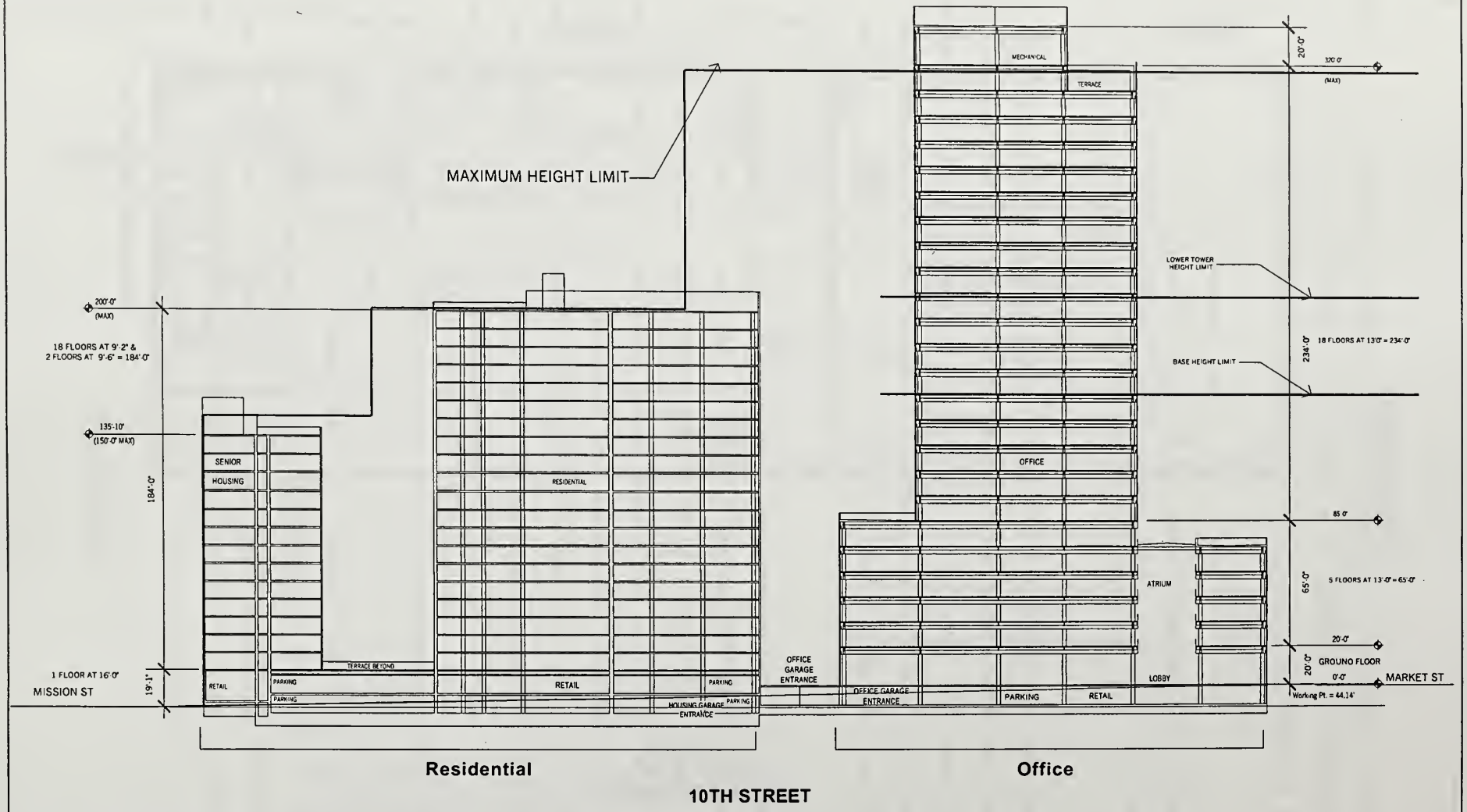
Table 1, p. 13, summarizes the proposed land uses, including approximately 513,250 gsf of office (346,550 gsf of which would be new), and 133,300 gsf of parking (109,300 gsf of which would be new). The proposed project would result in the following amount of new gross floor area: approximately 316,000 gsf of residential space; approximately 12,750 gsf of retail space; approximately 31,750 gsf of lobbies, mechanical, and storage space; approximately 24,000 gsf of residential open space; and approximately 10,000 gsf of public open space; for a total of 1,041,050 gsf of development. Approximately 873,750 gsf would be considered developed area for the purposes of calculating the floor area ratio (FAR) for the project site.

Project construction is estimated to begin upon receipt of final project approvals in 2005. Construction would require approximately 24 months. The project construction cost is estimated at $189 million. The project sponsor is Tenth Street Ventures LLC (the Venture). The Venture is a partnership between Citizens Housing Corporation (CHC) and the Tenderloin Neighborhood Development Corporation (TNDC), the current property owners, and Myers Development Company (MDC). TNDC and CHC, as developers of affordable housing, would develop the housing component; MDC would be responsible for the office component. MDC would also assist TNDC and CHC in the execution of the residential component.



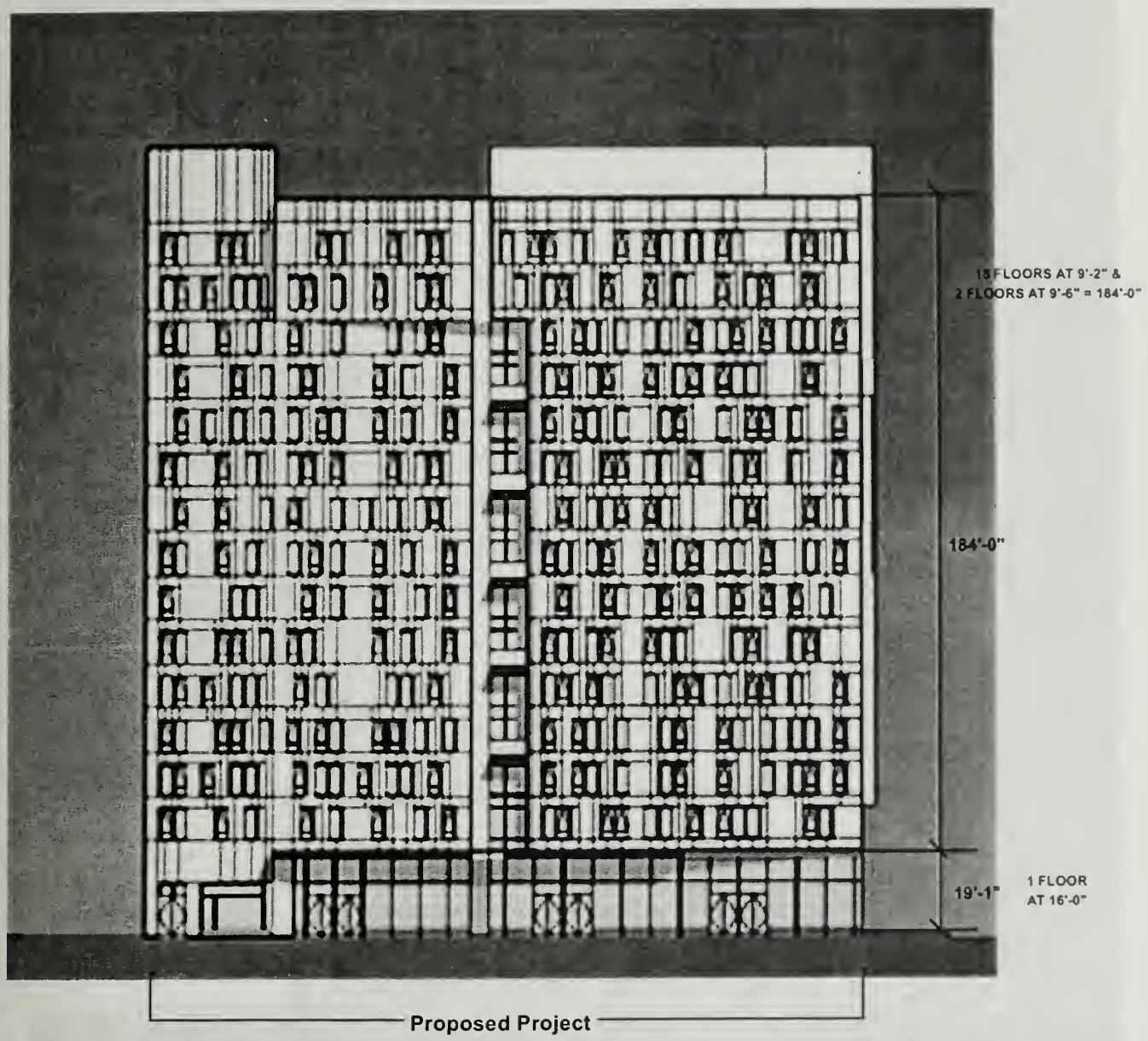
Source: Skidmore, Owings & Merrill, EIP Associates

FIGURE 4
Level 2 Plan



***Source*:** Skidmore, Owings & Merrill

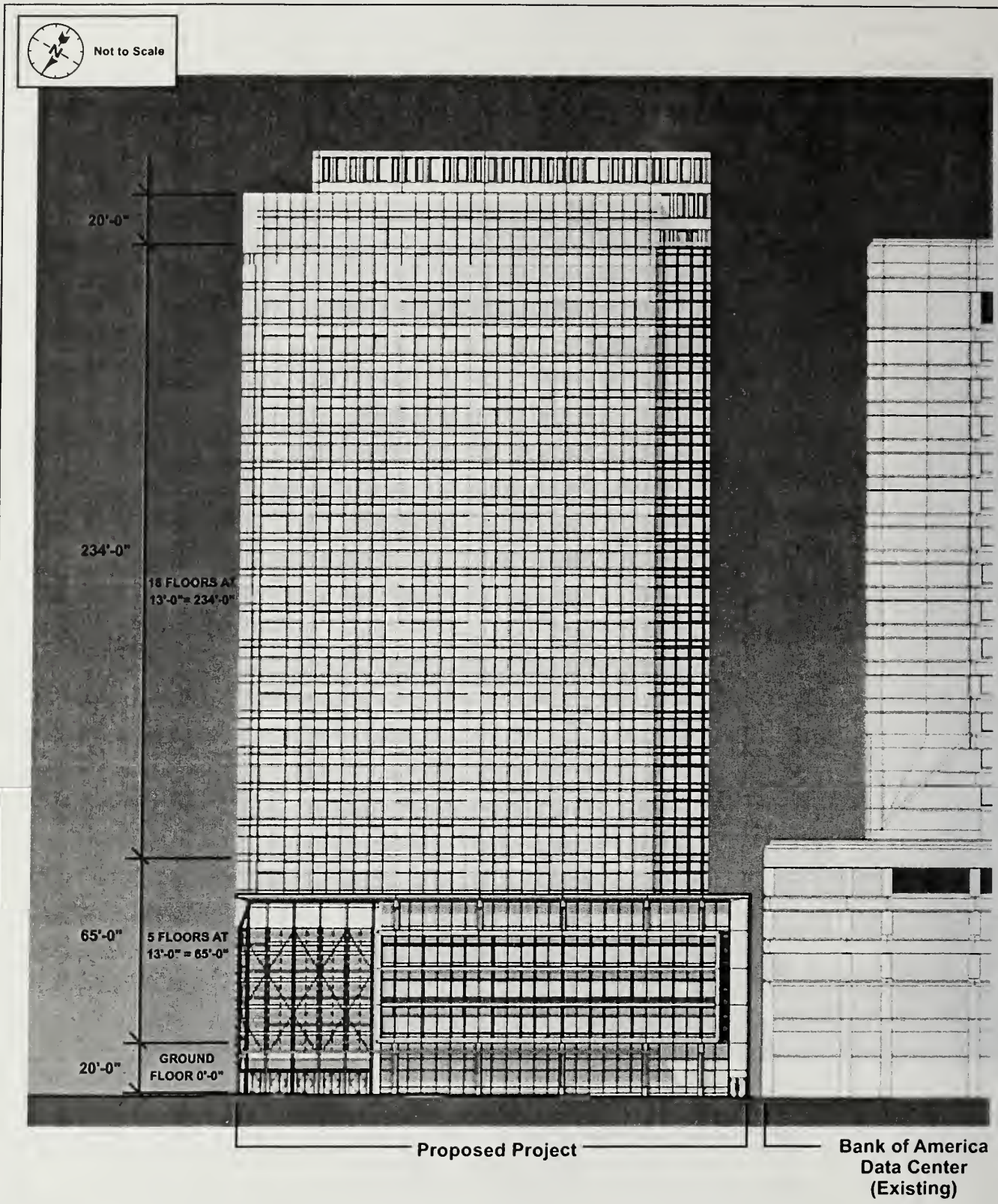
FIGURE 5
South-North Section



Source: Skidmore, Owings & Merrill; Screampoint, 2003

FIGURE **6**

Mission Street Affordable Housing - South Elevation



Source: Skidmore, Owings & Merrill; Screampoint, 2003

FIGURE 7

Market Street Office Building - North Elevation

The office portion of the proposed project would not strictly comply with the following provisions of the *San Francisco Planning Code (Planning Code)*: height of mechanical space above height limit, bulk (primarily upper tower), separation of towers (west property line), and maximum FAR in excess of 9.0 to 1. The housing component would not strictly comply with the *Planning Code* with respect to separation of towers (west property line), bulk (plan length), parking in excess of accessory amounts, location of rear yard, characteristics of usable open space (height of adjoining walls), exposure (Section 140), and the residential density would exceed the basic level allowed as of right in a C-3-G. The housing component also would be in excess of the base FAR of 6.0 to 1. The project sponsor would not be required to purchase transferable development rights either pursuant to Section 124(f) or to provisions to be incorporated in a Special Use District (SUD) proposed as part of the project, as provided in *Planning Code* Section 235. These various *Planning Code* exceedances or exceptions would be approved either as part of the new SUD or through some combination of the flexibility provided under *Planning Code* Section 309 (permit review in C-3 Districts), or Section 303 (conditional use approval by the Planning Commission), or possibly in some cases through the variance process under Section 305 (approval by the zoning administrator). Approval of the vacation of the segment of Jessie Street on the site would require action by the Department of Public Works and Board of Supervisors, and the parcel or subdivision map would require approval by the Department of Public Works.

As shown in Figure 1, p. 3, the project site is two blocks south of the San Francisco Civic Center Plaza.[1] The project site is in the C-3-G Zoning District, a citywide and regional center for a variety of uses including retail, offices, hotels, entertainment, institutions, and high-density residential. Zoning near the project site is primarily C-3-G, with P (Public) Districts to the north associated with the Civic Center, C-M (Heavy Commercial) to the south, and SLR (Service/Light Industrial/Residential Mixed-Use District) further south associated with the business services, light industry, and wholesaling of the South-of-Market area. The northern half of the site is in the 320-S Height and Bulk District. The southern half of the site is split between the 200-S Height and Bulk District, and the 150-S Height and Bulk District. Height and bulk districts in the project vicinity include continuation of the 150-S, 200-S, and 320-S districts to the east and west of the project site. Height districts on the north side of Market Street are generally 80-X, on the south side of Market Street are generally 120-X, and on the south side of Mission Street are generally 130-L and 160-M.

[1] While Market Street and Mission Street have a northeast-southwest alignment, by convention, locations are referred to as north or south of Market, or east and west of Tenth Street, or parallel streets.

TABLE 1
PROPOSED LAND USES AND PROJECT DESCRIPTION

Type of Use	Market Street Office Building	Tenth Street Housing	Mission Street Affordable Senior Housing[a]	Project Totals
Office (gsf)[b]	513,250	--	--	513,250
Residential (gsf)	--	210,667	105,333	316,000
Studios (units)	--	55	157	212
One bedroom (units)	--	92	63	155
Two bedroom (units)	--	55	--	55
Three bedroom (units)	--	18	--	18
Total Residential (units)	--	220	220	440
Retail (gsf)	6,000	3,250	3,500	12,750
Lobbies, mechanical and storage (gsf)	30,000	875	875	31,750
Subtotal gsf	**549,250**	**214,792**	**109,708**	**873,750**
Height (exclusive of mechanical and penthouse)	320 feet 24 stories	200 feet 21 stories	135 feet 14 stories	135-320 feet 14-24 stories
Parking (gsf)	50,000 (83 spaces)	57,948 (160 spaces)	25,352 (70 spaces)	133,300 (313 spaces)
Residential open space (gsf)	--	16,000	8,000	24,000
Public open space (gsf)	10,000	--	--	10,000
Service/Loading (spaces)	4 freight 2 service vehicle	1 freight 2 service vehicle	(shared)	5 freight 4 service vehicle
TOTAL gsf[c]	**609,250**	**288,740**	**143,060**	**1,041,050**

Source: Tenth Street Ventures LLC, 2003.

Notes:

a As a project option, the 14-story affordable senior housing tower would be composed of two separate buildings, but would include the same amount of floor area, uses and residential units as the proposed project. The building footprint would be slightly larger to accommodate a minimum 4-foot clearance between the buildings.

b The office uses include approximately 5,000 gsf of childcare facilities.

c The *Planning Code* does not include parking or open space areas in calculating FAR gross square footage.

As noted above, the project site is within the proposed Mid-Market Redevelopment Project Area, which would generally include the area from Fifth Street to Tenth Street along the Market and Mission Streets corridor. The project site also falls within the eastern edge of the proposed Market and Octavia Neighborhood Plan area, which would be subject to a comprehensive set of land use controls, urban design guidelines, and other improvements aimed at encouraging new housing development and enhancing urban neighborhoods. The proposed Market and Octavia Neighborhood Plan area encompasses an area approximately from Tenth Street to the east to Noe Street to the west, north along the former Central Freeway alignment to Turk Street between Laguna and Franklin Streets, and south along Howard and Sixteenth Streets.

Land uses in the immediate vicinity of the project site are a mix of residential, office, retail, hotel, industrial/warehouse, and parking. Office and retail uses are located to the west; mixed-use (including residential) to the north; mixed-use, parking, and retail to the east; and hotel, industrial/warehouse, and residential to the south. Buildings in the area generally range from two to four stories and eight to 27 stories. Buildings in the area cover the majority of their site and are built out to the sidewalk.

To the west of the project site, between Tenth and 11th Streets, is the approximately 15-story Bank of America Data Center building. An additional eight-story Bank of America office building fronts Market Street between 11th Street and Van Ness Avenue. Further west, mixed-use residential and retail buildings predominate. The Van Ness MUNI Metro Station is one block west on Market Street. To the north, buildings on Market Street directly opposite from the project site include a one-story building with community service offices and a three-story hotel with ground-floor retail. At the northeast corner of Polk and Market Streets is the 27-story Fox Plaza mixed-use office/residential tower with ground-floor retail. To the east of the project site on Market Street between Tenth and Ninth Streets is the San Francisco Furniture Mart (SF Mart), an approximately 835,000 gsf, 11-story wholesale furnishings showroom building. Also across Tenth Street is the ten-story City and County of San Francisco Temporary Office Building at 875 Stevenson Street. Between Jessie and Mission Streets on Tenth Street is a surface parking lot containing approximately 168 parking spaces. The King Diner is at the northeast corner of Tenth and Mission Streets. The Civic Center BART/MUNI Metro station is near the intersection of Market and Eighth Streets, with one entrance two blocks east of the project site on Market Street. To the south, across Mission Street, are a one-story tire shop, a five-story office building, and a seven-story self-storage facility. Uses on Mission Street in this area are mostly one- to four-story office, retail, and light industrial buildings.

II. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS

A public scoping meeting was held on June 18, 2003, to describe the CEQA process and receive comments from the public on the scope of the environmental analysis. The project sponsors also presented the proposed project. No comments were received with regard to the scope of the environmental analysis.

A. EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT

This Initial Study examines the project to identify potential effects on the environment. On the basis of this study, project-specific effects that have been determined to be potentially significant relate to visual quality, transportation, air quality, shadows, and wind. These issues will be analyzed in an Environmental Impact Report (EIR). Land use and planning will be discussed in the EIR for informational purposes. Topics noted "TO BE DETERMINED" mean that discussion in the EIR will enable a determination of whether or not there would be a significant impact.

B. EFFECTS FOUND NOT TO BE SIGNIFICANT

The following effects of the project have been determined to be either insignificant or to be mitigated to insignificance through measures included in the project: population and housing, noise, utilities and public services, biology, geology and topography, water, energy and natural resources, hazards, and cultural resources (historic and archaeological resources). These issues are discussed below and require no further environmental analysis in the EIR. All mitigation measures listed on pp. 50–55 have been agreed to by the project sponsor and will be incorporated in the project.

This Initial Study addresses the cumulative impacts of topics that have been determined to be either insignificant or mitigated through measures included in the project. These cumulative impacts reference information and conclusions in the *Mid-Market Redevelopment Plan Final EIR,*[2] or cumulative effects of the proposed project and other known projects in the site vicinity, as appropriate. Cumulative impacts of other topics will be included in the EIR.

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[2] San Francisco Redevelopment Agency, City and County of San Francisco, *Mid-Market Redevelopment Plan, Final Environmental Impact Report*, Planning Department file Case No. 2002.0805E (SCH 2001082084), certified September 18, 2003. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5th Floor.

III. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

A. COMPATIBILITY WITH EXISTING ZONING AND PLANS

		Not Applicable	Discussed
1.	Discuss any variances, special authorizations, or changes proposed to the City *Planning Code* or Zoning Map, if applicable.	_	X
2.	Discuss any conflicts with any adopted environmental plans and goals of the City or Region, if applicable.	_	X

The *Planning Code*, which incorporates by reference the City's Zoning Maps, governs permitted uses, densities, and the configuration of buildings within San Francisco. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless either the proposed project conforms to the *Planning Code*, or an exception is granted pursuant to provisions of the *Planning Code*.

The project would require approval pursuant to Section 309 of the *Planning Code*, which sets forth a design review process for all projects within the C-3 districts. Pursuant to that section, the Planning Commission may approve or disapprove various aspects of the project related to height, bulk, parking and loading, open space, landscaping, and other aspects of the project's design.

The *Planning Code* permits high-density office, residential, and retail uses in the C-3-G Zoning District. Off-street parking accessory to such principal uses up to certain limits is allowed and is determined by reference to code requirements or, in the case of certain approvals, according to determinations by the Planning Commission regarding the amount of parking adequate or required to serve such uses. As part of Section 309 review, the Planning Commission may require or approve replacement of short-term parking and determine the amount of off-street parking necessary to serve proposed uses. Off-street parking in excess of accessory amounts is a conditional use in the C-3-G Zoning District and is subject to review and approval by the Planning Commission at a public hearing under Section 303 of the *Planning Code,* or possibly through the variance process under Section 305. As part of such review, the Commission may determine the amount that is necessary or desirable for, and compatible with, the neighborhood, and not be detrimental to the health, safety, convenience, or general welfare of persons residing or working in the vicinity and not adversely affect the *General Plan* [Section 303(c)(1), (2), and (3)].

The 320-S Height and Bulk District permits construction to a height of 320 feet; the 200-S Height and Bulk District permits construction to a height of 200 feet; and the 150-S Height and Bulk District permits construction to a height of 150 feet (plus allowed mechanical space). The northern half of the project site is in a 320-S Height and Bulk District. The maximum height of the proposed Market Street Office Building would be about 320 feet to the rooftop with mechanical space rising an additional 20 feet. The proposed Tenth Street Housing would be within the 200-S Height and Bulk District; the building would be about 200 feet to the rooftop. The proposed Mission Street Affordable Senior Housing tower (or towers with the project option) would be in the 150-S Height and Bulk District; the building would be about 135 feet to the rooftop under either option. Rooftop mechanical space on the residential buildings would extend the building heights 4 to 10 feet (such features are not occupied space and would not count towards the building's height limit per *Planning Code* Section 260(b)).

The total size of the proposed project would be about 1,041,050 gsf (including parking and open space areas not typically included in FAR). In the C-3-G District, a 6:1 FAR is allowed by right, with a maximum allowable FAR of 9:1 through the use of transferable development rights (TDR) under Section 128 of the *Planning Code*. Although both the office and housing portions of the project would exceed the base FAR of 6.0 to 1, neither would require TDR. *Planning Code* Section 124(f) excepts affordable housing in C-3-G Districts from TDR requirements, and the FAR/TDR requirement would not apply to a City-owned project. In any event, the proposed SUD is intended to confirm that neither component would require use of TDR. The actual FAR of the proposed project would be determined based on a review of the proposed floor plans and may be subject to future Planning Commission determinations. Preliminary calculations indicate that the project would exceed the permitted base 6:1 FAR. The project application would include a zoning change to an SUD for, among other items, exceeding the FAR for the Market Street Office Building, and for exceeding the maximum residential density for the Tenth Street Housing and Mission Street Affordable Housing.

As noted above, the office portion of the project would be owned by the City and occupied by City offices after the completion of construction. Certain provisions of the *Planning Code* are applicable to City-owned buildings (including height and bulk limits) while certain other provisions are not (for example, the City is not required to obtain an office space authorization under Section 320 of the *Planning Code*).

The land uses proposed for the project site are contained within, and are generally consistent with, the development scenarios of the proposed *Mid-Market Redevelopment Plan* and analyzed in that Final EIR. As noted on pp. 14–16 of the Mid-Market Redevelopment Plan Final EIR, development

scenarios for implementation of the proposed Redevelopment Plan evaluated a range of uses in the proposed redevelopment area, including high-density office and residential uses. The Draft Redevelopment Plan proposes that its land use goals would be primarily implemented through existing *Planning Code* controls, and the proposed Mid-Market SUD. The proposed project would respond to the high-density office and residential land use goals anticipated as part of the Draft Mid-Market Redevelopment Plan.

The proposed Market and Octavia Neighborhood Plan area encompasses the neighborhoods along Market Street from about Ninth Street to the east to Noe Street to the west, north along the former Central Freeway alignment to Turk Street between Laguna and Franklin Streets, and south along Howard and 16th Streets. The plan proposes a comprehensive set of land use controls, urban design guidelines, public streets, and transportation system improvements aimed at encouraging new housing developments and enhancing urban neighborhoods. Among proposed Market and Octavia Neighborhood Plan components, use and height policies would increase the potential for residential development along major streets such as Market and Mission Streets. The zoning elements within the proposed Market and Octavia Neighborhood Plan would not change controls for the project site. The proposed Tenth and Market Street project would be complimentary to the goals of the proposed Market and Octavia Neighborhood Plan area and would not be expected to conflict with any of its initiatives.

Environmental plans and policies directly address environmental issues and/or contain targets or standards that must be met in order to preserve or improve characteristics of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plans or policies.

The City's *General Plan*, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. The proposed project would not obviously or substantially conflict with any such policy. In general, potential conflicts with the *General Plan* are considered by decision makers independently of the environmental review process, as part of the decision whether to approve or disapprove a proposed project. Any potential conflict not identified here could be considered in that context, and would not alter the physical environmental effects of the proposed project.

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the *Planning Code* to establish eight priority policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of

neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; maximization of earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under the California Environmental Quality Act (CEQA), and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action which requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project is consistent with the priority policies. The applications filed by the project sponsor include the case report for the SUD, *Planning Code* Section 309 review, and possible conditional use approval and/or variances under Section 305. Subsequent motions for the Planning Commission will contain the analysis determining whether the proposed project is in compliance with the eight priority policies.

B. ENVIRONMENTAL EFFECTS

1.	Land Use - Could the project:	Yes	No	Discussed
a.	Disrupt or divide the physical arrangement of an established community?	_	X	X
b.	Have any substantial impact upon the existing character of the vicinity?	_	X	X

The proposed project would develop three buildings with office, residential, ground-floor retail, community-serving uses such as meeting rooms, and parking, and would replace seven vacant office buildings and surface parking. The project option would result in the same uses, except that the Mission Street Affordable Housing would be constructed in two buildings, which would not affect the land use discussion below. Land use would change from medium-density office and surface parking to high-density office and residential with ground-floor retail and garage parking.

The proposed office building would provide approximately 513,250 gsf of office, 6,000 gsf of retail, and 30,000 gsf of lobby and mechanical space, including approximately 5,000 gsf of childcare facilities and 83 parking spaces. The residential buildings would provide up to 440 residential units, or approximately 316,000 gsf of residential uses, 6,750 gsf of retail uses, and about 230 parking spaces. In addition, this project would make available existing office space in the Civic Center area, since the project would relocate existing municipal uses from leased space in the Civic Center area to the project site.

The project site is in the C-3-G (Downtown-General Commercial) Zoning District, which permits high-density residential uses, high-density office uses, and retail uses. Land uses in the vicinity include residential, retail, hotel, office, institutional uses, and parking. Most of the buildings fronting Market and Mission Streets have ground-floor retail space and are built out to the sidewalk and property lines. Existing residential, hotel, parking, and office uses with ground-floor retail uses predominate on Market, Mission, and Tenth Streets in the project vicinity.

While the proposed project would increase the density of office use and introduce new residential uses at the site, the project would be consistent with existing uses on the site and in the project vicinity, including office and residential use along Market Street. The project would redevelop the site with a greater density than currently exists on the site, but would not disrupt or divide the physical arrangement of an established community.

The proposed project site is within the proposed Mid-Market Redevelopment Area. The proposed Redevelopment Plan calls for increased and high-density office, retail, and housing (up to 3,330 new units) in the Mid-Market area. The proposed project would increase the amount of high-density residential, office and retail uses, consistent with the Redevelopment Plan. While the project would increase densities on the Tenth and Market site and in the immediate vicinity compared to existing conditions, the project would be generally compatible with uses planned or under construction in the project vicinity.

The project is also within the proposed Market and Octavia Neighborhood Plan area; that plan would concentrate mixed-use activities along established commercial streets, encourage new housing close to transit and services, and suggest guidelines for new private development as well as improvements to the streetscapes, which would be consistent with the proposed Tenth and Market Street project.

The Mid-Market and Market and Octavia Plan areas are currently undergoing transition, and the proposed project and other major developments on the project block are part of a trend to increase the amount of high-density residential and commercial uses, as described above. While the project would increase densities on the project site and in the immediate vicinity compared to existing conditions, the project would be generally compatible with planned or under-construction uses on the project block. Therefore, the project would not have a substantial adverse impact upon the existing character of the vicinity, nor would it conflict with any proposed or adopted plans of the City.

The project would not have a significant effect on land use; however, this topic will be discussed in the EIR for informational purposes. The scale of the project in relation to the surrounding environment will be discussed in the EIR under the topic of Visual Quality.

2.	Visual Quality – Could the project:	Yes	No	Discussed
a.	Have a substantial, demonstrable negative aesthetic effect?	**TO BE DETERMINED**		
b.	Substantially degrade or obstruct any scenic view or vista now observed from public areas?	**TO BE DETERMINED**		
c.	Generate obtrusive light or glare substantially impacting other properties?	_	X	X

The proposed project would change close- and medium-range views of the project site from Market, Mission, Tenth, and other nearby streets, as well as longer-distance views from public locations including Civic Center Plaza, Buena Vista Park, Dolores Park, and Interstate 80 (I-80). Views of the seven existing buildings ranging from two- to four-stories tall (25 to 45 feet tall) would be replaced with views of three buildings ranging from 14 to 25 stories in height (135 to 320 feet tall). The project option would result in the same views of the Mission Street Affordable Housing, since the height would be demonstrably similar and the increase in footprint would occur within the interior of the project site; neither of these considerations would affect the visual quality discussion below. The EIR will evaluate the impact of changes in views of the project site from these locations to determine whether the project would have a substantial, demonstrable negative effect or significantly impact scenic public views or vistas. This discussion in the EIR will include an assessment of the project's design and appearance in relation to the scale of surrounding development.

Additional light introduced by the proposed project would include night-time illumination and outdoor lighting typical of buildings in the City. The project would comply with City Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass. Mirrored glass would not be used, and no other aspect of the building design would result in light or glare substantially affecting other properties. The EIR, therefore, will not discuss light or glare.

Cumulative impacts related to visual quality will be addressed in the EIR.

3.	**Population - Could the project:**	Yes	No	Discussed
a.	Induce substantial growth or concentration of population?	_	X	X
b.	Displace a large number of people (involving either housing or employment)?	_	X	X
c.	Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?	_	X	X

No existing residential units are located on the project site. The proposed development of up to 440 market-rate family housing and/or affordable senior housing units would result in a population of approximately 880 residents (see Table 2).[3]

The project option would result in the same number of units and residents; the discussion below would apply to the project option. The increase in resident population represents growth at the project site, but the approximately two-acre site is relatively large and, therefore, in terms of density of development, the increase would not be significant. In addition, in the context of the overall population, this would not be a substantial increase.

The increase in housing units and resident population each represent less than one percent of the projected housing and population growth in the City of San Francisco by 2020.[4] During the period 1990-2000, the number of new housings units completed citywide ranged from a low of about 380 units (1993) to a high of about 2,065 units (1990) per year. The citywide annual average over that 11-year period was about 1,130 units.[5]

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[3] Based on population growth projections of two persons per unit, as cited in the *Mid-Market Redevelopment Plan, Final Environmental Impact Report,* Planning Department Case No. 2002.0805E (SCH 2001082084), certified September 18, 2003. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5th Floor.

[4] Association of Bay Area Governments, Projections 2002.

[5] City and County of San Francisco Planning Department, *Final Draft for Public Review-Housing Element Revision of the General Plan,* September 18, 2003, p. 25.

TABLE 2.
PROPOSED PROJECT RESIDENTIAL AND EMPLOYMENT POPULATION

Population Type	Market Street Office Building	Tenth Street Housing	Mission Street Affordable Housing[a]	Project Totals
Residents[b]				
Market-Rate Housing	--	440	--	440
Senior Affordable Housing	--	--	440	440
TOTAL RESIDENTS	--	**440**	**440**	**880**
Employees				
Office[c]	2,030	--	--	2,030
Retail[d]	17	9	10	36
Housing-related Maintenance and Security[e]	--	9	9	18
TOTAL EMPLOYEES	**2,047**	**18**	**19**	**2,084**

Source: Tenth Street Ventures, LLC, 2003.

Notes

a If the Mission Street Affordable Housing were constructed as two buildings, the population and employment would be the same.

b Average population per household for new market-rate units and new senior affordable housing units is assumed to be 2.0 persons per unit based on the *Mid-Market Redevelopment Plan Final EIR*, pp. 47–48, for all housing types. (440 units x 2.0 persons per unit = 880 residents)

c Skidmore, Owings and Merrill, *Conceptual Building Program, 10th and Market Municipal Office Building*, July 22, 2003, identifies capacity of employees.

d Estimates for number of retail employees was taken from the *San Francisco Transportation Analysis Guidelines*, October 2002. Retail = 1 employee per 350 gsf.

e An estimate of two employees per 50 dwelling units for housing-related management, maintenance and security employment is based on density factors identified in Table C.6, Density Factors and Assumptions for Estimating Employment for the Proposed Project, *Mission Bay Subsequent Final EIR*, Volume IV, p. C.4, September 17, 1998, SCH No. 97092068.

In March 2001, the Association of Bay Area Governments (ABAG) projected regional needs in the Regional Housing Needs Determination (RHND) 1999–2006 allocation. The projected need of the City for 2006 is 20,372 dwelling units, or an average yearly need of 2,716 net new dwelling units. The proposed project would add up to 440 new residential units to the City's housing stock towards meeting this need. The proposed housing would help to address the City's broader need for additional housing in a citywide context in which job growth and in-migration outpace the provision of new housing. The project would also respond to the housing demand generated by the increase in employees associated with the proposed office uses, retail uses, and residential uses (see discussion below). As noted in the *Mid-Market Redevelopment Plan Final EIR*, an increased proportion of

housing growth is projected in the Mid-Market area (from existing 0.5 percent to projected 1.25 percent of Citywide growth). The Mid-Market Redevelopment Plan projects that about 3,330 new residential units would be constructed in the Mid-Market area, which includes the project site.[6] The proposed project, involving a net increase of up to 440 units on the site, would represent about one-eighth of the planned residential growth in the area. The proposed project would not displace any residents, because no residential uses exist on the project site.

The proposed project would displace up to two full-time equivalent employees associated with the parking lot; the office buildings are vacant.[7] This displacement would not be a significant impact on overall employment in the City. Approximately 2,080 people would be employed at the project site (see Table 2, p. 23). As a result, there would be an increase in employment of about 2,078 people associated with the project. The total increase in population and employment at the site, a total of about 880 net new residents and about 2,078 net new employees, would not be significant relative to the amount of residents and employees within the project vicinity, nor would it be significant with regard to expected increases in the population and employment of San Francisco. As stated in the project description, the City's intention is to consolidate city offices from leased space in the Civic Center area to city-owned office space on the project site. The vacated Civic Center office space would be available for lease by other parties.

While the proposed project would increase population and employment at the site compared to existing conditions, the project effects would be consistent with growth projected in the Mid-Market vicinity. The proposed project, therefore, would not have a substantial adverse impact upon population or employment.

For the reasons described above, no significant physical environmental effects on population would occur. The EIR, therefore, will not address this topic.

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[6] San Francisco Redevelopment Agency, City and County of San Francisco, *Mid-Market Redevelopment Plan, Final Environmental Impact Report*, Planning Department Case No. 2002.0805E (SCH 2001082084), certified September 18, 2003, p. 187. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5th Floor.

[7] Alex Galovich, Citizens Housing Corporation, personal communication regarding existing employment at the project site, September 26, 2003.

4.	Transportation/Circulation - Could the project:	Yes	No	Discussed
a.	Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?	**TO BE DETERMINED**		
b.	Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards?	**TO BE DETERMINED**		
c.	Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?	**TO BE DETERMINED**		
d.	Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?	**TO BE DETERMINED**		

The proposed project would increase demand on the local transportation system. The EIR will discuss project impacts related to transportation and circulation, including intersection operations, transit, pedestrian circulation, parking, and freight loading, during both construction and operation. As the project option would result in the same program of uses with associated traffic, parking, and loading supply and demand estimates, the project analysis would apply to this option.

5.	Noise - Could the project:	Yes	No	Discussed
a.	Increase substantially the ambient noise levels for adjoining areas?	_	X	X
b.	Violate Title 24 Noise Insulation Standards, if applicable?	_	X	X
c.	Be substantially impacted by existing noise levels?	_	X	X

The existing background noise levels in the project area are typical of noise levels in urban San Francisco. The primary source of noise in the vicinity of the project site is traffic. Other sources of noise include construction of other projects within the vicinity of the project site and other common urban noises such as idling engines, back-up alarms on delivery trucks, and exiting car alarms for pedestrians near exits to parking structures. The nearest sensitive receptors to the proposed project area are the existing residential uses of the 27-story Fox Plaza residential and office tower at Market Street and Polk Street and the proposed project's residents and childcare occupants. The project option

would result in the same uses, except that the Mission Street Affordable Housing would be constructed in two buildings, which would not affect the noise discussion below. Impacts would be the same as described for the proposed project below.

Construction Noise and Vibration

The proposed project would be constructed over approximately two years, and may extend longer, depending on the final development schedule for the housing, as office and housing development would not likely occur simultaneously. Demolition is expected to last about one-and-a-half months. Excavation and shoring is expected to last about three-and-a-half months. The project's foundation phase would last approximately two months. Framing and build-out of the building exteriors would last approximately 12 months. Completion of the interiors would be expected to last five months. During the majority of construction activity, noise levels would be above existing levels in the project area. Construction noise would fluctuate depending on the construction phase, equipment type and duration of use, distance between noise source and listener, and presence or absence of barriers. There would be times when noise could interfere with indoor activities in nearby residences, offices, and other businesses adjacent to the project site, such as during pile-driving activities. It is likely that the office component would be completed before the housing; therefore, future residents of the proposed project would not be directly affected by the office construction noise.

The project would include pile driving. Pile driving would generate noise and possibly vibrations that could be considered an annoyance by pedestrians and occupants of nearby buildings. In general, piledriving noise could be about 90 decibels (dBA) during impact at about 100 feet from the site. (Fox Plaza residents are approximately 100 feet from the project site.) Pile driving would be expected to last two to four months. Noise levels at receptors near the project site would depend on their distance from the source and on the presence or absence of noise barriers. Pile driving noise would be most noticeable directly adjacent to the construction site. Implementation of Mitigation Measure 1 on p. 50 would reduce potential pile driving noise and vibration effects on structures and building occupants to less than significant.

All demolition and construction activities would be conducted in compliance with the San Francisco Noise Ordinance (Article 29 of the Police Code). The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 dBA at a distance of 100 feet from the source. Impact tools, such as jackhammers and impact wrenches, must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the

Noise Ordinance prohibits construction work between 8:00 PM and 7:00 AM, if noise would exceed the ambient noise level by 5 dBA at the project property line, unless a special permit is authorized by the Director of Public Works. The project demolition and construction operations would not occur within these hours and would comply with the Noise Ordinance requirements. Compliance with the Noise Ordinance is required by law and, along with the mitigation measure outlined above, would reduce potential noise and vibration impacts on the environment to a less-than-significant level. Therefore, construction noise from the project would not have a significant impact on the environment.

Cumulative Construction Noise

Cumulative noise effects from proposed projects in the vicinity, such as the State Compensation Insurance Fund building at 55 Ninth Street and the Mercy Housing project at 1340–1390 Mission Street at Tenth Street, are not considered significant given the different locations for each project with regard to existing sensitive receptors like Fox Plaza, different construction schedules, and extent of pile-driving activities. For example, the three projects are on three different city blocks: the 55 Ninth Street project is on the east side of Ninth Street between Mission and Market Streets, the Mercy Housing project is near Jessie Street between Ninth and Tenth Streets, and the proposed project is on the west side of Tenth Street. These other construction sites would be shielded from direct effects on Fox Plaza, the nearest sensitive receptor, by other existing development. Effects on uses to the south would be limited to commercial and industrial uses, as there are no sensitive receptors in that area. Only the proposed project would include pile driving. No pile driving would be necessary for the 55 Ninth Street and Mercy Housing projects. While each of these projects is on a similar timeline and currently undergoing project review, the 24-month or so construction schedule for each is not likely to occur simultaneously. If the construction schedules do overlap, the noise generated by these efforts would be regulated by the San Francisco Noise Ordinance and would be temporary, intermittent, and therefore less-than-significant. For these reasons, cumulative construction noise will not be addressed in the EIR.

Based on the above analysis, no analysis of construction noise or vibration will be presented in the EIR.

Traffic Noise

The most significant existing source of noise throughout most of San Francisco is traffic. This is true of the project area because of its proximity to traffic on Market, Mission, and Tenth Streets, and

MUNI bus lines along Market, Mission, and 11th Streets. The nearest sensitive receptors to the project site are the residential uses at Fox Plaza across Market Street.

An approximate doubling of traffic volumes in the area would be necessary to produce an increase in ambient noise levels noticeable to most people. Traffic volumes in the project area would increase, but would not be expected to double as a result of the proposed project;[8] therefore, substantial increases in traffic noise levels would not be anticipated. Furthermore, vehicular activity associated with project operation would not result in noise levels perceptibly greater than those that presently exist in the vicinity of the site. Vehicular noise created by the project operation would be due to additional automobile traffic and truck deliveries. For these reasons, traffic noise impacts would not be significant and will not be analyzed in the EIR.

Building Equipment Noise

The proposed project could include mechanical equipment, such as fan units and ventilators, which could produce operational noise. The proposed project would also include a diesel generator, which would be kept in noise-attenuating enclosures, to provide back-up electric service during emergencies. During power failures, the generator could operate for 72 hours to provide electricity to critical building functions. The project would be required to comply with the San Francisco Noise Ordinance, San Francisco Police Code Section 2909, Fixed Source Levels, which regulates mechanical equipment noise. Because substantial increases in the ambient noise level due to building equipment noise would not be anticipated, no associated significant impact on the environment would occur; thus, the EIR will not discuss equipment noise impacts.

Residential Interior and Exterior Noise Levels

Title 24 of the California Code of Regulations establishes uniform noise insulation standards for residential projects. The Department of Building Inspection would review the final building plans to insure that building wall and floor/ceiling assemblies meet State standards regarding sound transmission, as appropriate for the residential, childcare, and other uses. As such, interior noise and the effect of existing noise levels on the proposed development would not have a significant impact on the environment and will not be analyzed in the EIR. The proposed residential courtyard and the proposed childcare terrace, in the Market Street Office Building, would be enclosed by the project

[8] CHS Consulting Group, *Tenth/Market/Mission Street Mixed Use Project Transportation Study, Draft Report*, September 19, 2003, p. 29.

buildings on three sides and the Bank of America Data Center on the west side, and would be shielded from the exterior noise environment of traffic and pedestrian noise. As described above, noise from mechanical equipment would be required to comply with the San Francisco Noise Ordinance and would not be expected to substantially increase the ambient noise levels. For these reasons, the effect of existing and future noise levels on the proposed courtyard and childcare terrace would not have a significant impact on the environment and will not be analyzed in the EIR.

6.	**Air Quality/Climate - Could the project:**	Yes	No	Discussed
a.	Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?	**TO BE DETERMINED**		
b.	Expose sensitive receptors to substantial pollutant concentrations?	**TO BE DETERMINED**		
c.	Permeate its vicinity with objectionable odors?	_	X	_
d.	Alter wind, moisture, or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?	**TO BE DETERMINED**		

The project option would result in the same uses as the proposed project, except that the Mission Street Affordable Housing building would be constructed in two buildings with a slightly larger footprint and different rooftop massing; air quality and wind impacts would be the same as for the proposed project. The discussion of shadows will include a separate consideration of this option.

Air Quality

Emissions from Traffic. The proposed project could potentially result in air quality impacts if traffic volumes would increase substantially. Automobile and truck emissions are the primary source of two pollutants that are ozone precursors: reactive organic gas (ROG) and nitrogen oxide (NO_x). The emissions of the two air pollutants are regulated by the Bay Area Air Quality Management District (BAAQMD), which has established thresholds for projects requiring its review for potential air quality impacts. These thresholds are based on the minimum size projects which the BAAQMD considers capable of producing air quality problems due to vehicular emissions. The BAAQMD considers residential projects greater than 510 apartment units and office projects greater than 280,000 gsf to result in potentially significant vehicular emissions. Since the project would contain up to 440 residential units and 513,250 gsf of office space, the project would exceed this minimum standard. In

addition, carbon monoxide (CO) emissions and the possibility of exceeding carbon monoxide standards at congested intersections could be of particular concern. The EIR will discuss traffic-related air quality effects of the project.

Operational Emissions. The proposed project would include a diesel generator to provide back-up electric service during emergencies. During power failures, the generator could operate for 72 hours to provide electricity to critical building functions. Emergency standby engines are subject to BAAQMD Regulation 9-8-300. The regulation does not impose emissions standards on standby generators; it limits the number of hours per year of reliability activities, and requires monitoring of and record keeping for total hours of operation. The limited operation of the generator would not result in significant adverse air quality impacts, and this issue will not be discussed in the EIR.

Construction Emissions. During construction, air quality could potentially be affected. Heavy equipment could emit NO_x, CO, sulfur dioxide (SO_2), hydrocarbons (HC), and particulate matter with a diameter of less than 10 microns (PM_{10}) as a result of diesel fuel combustion. PM_{10} is also generated as a result of construction activities such as excavation or soil movement.

Construction emissions during demolition, foundation excavation, and site grading could cause adverse effects on local air quality by adding wind-blown dust to the particulate matter in the atmosphere while soil is exposed. The BAAQMD, in its CEQA Guidelines, has developed an analytic approach that obviates the need to quantify these emissions. Instead, the BAAQMD has identified a set of feasible PM_{10} control measures for construction activities on sites of less than four acres and for sites greater than four acres. The project sponsor has agreed to implement Mitigation Measure 2, dust control measures, to reduce the effects of construction activities to a less-than-significant level (see p. 50). Because the project would include this mitigation measure, it would not cause significant construction-related air quality effects.

Overlapping construction schedules with other projects in the vicinity, such as the 55 Ninth Street and Mercy Housing projects, may create construction emissions that could be cumulatively significant. These issues will be discussed in the EIR.

Shadow Effects

Section 295 of the *Planning Code* was adopted in response to Proposition K (passed in November 1984) in order to protect certain public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunset, year round. Section 295 restricts

new shadow upon public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet in height unless the Planning Commission finds the impact to be insignificant. *Planning Code* Section 295(a)(3) states that buildings permits for structures that will cast shade or shadow upon properties under the jurisdiction of the Recreation and Park Commission may not be issued with the exception of "[s]tructures to be constructed on property under the jurisdiction of the Recreation and Park Commission for recreational and park-related purposes." Open spaces near the project site include United Nations Plaza, Civic Center Plaza, the Fulton Street Mall, and the Howard and Langton Mini-Park. Of these public open spaces, only Civic Center Plaza is under the jurisdiction of the Recreation and Park Commission, and would be subject to *Planning Code* Section 295. The proposed project buildings would be more than 40 feet in height, would be subject to Section 295, and would potentially cause shading on Civic Center Plaza and other open space. In addition, Sections 146 and 147 of the *Planning Code* protect open spaces and Market Street sidewalks from excessive shadows where possible. Based on the above, the EIR will discuss shadow effects of the proposed project on nearby open spaces and sidewalks. The shadow analysis will address the project option for the massing of the Mission Street Affordable Housing building(s).

Wind Effects

Section 148 of the *Planning Code* established specific comfort and pedestrian hazard criteria to be used in the evaluation of wind effects from proposed buildings in certain areas of the City. Tall buildings in downtown areas can redirect wind flows around and down to street level and result in increased wind speed and turbulence at street level. Typically, buildings of 100 feet in height or less would not create adverse pedestrian wind conditions. The proposed project would range in height from 135 feet along Mission Street (Mission Street Housing) to approximately 320 feet at the Market Street Office Building. Because portions of the proposed project would be taller than 100 feet in height in an area that is known to be windy, a wind tunnel study will be prepared to document existing wind conditions in the project vicinity and will analyze future conditions with the project, and with cumulative development conditions. The results of the wind study will be described in the EIR, which will discuss project-generated wind effects.

7.	**Utilities/Public Services – Could the project:**	Yes	No	Discussed
a.	Breach published national, state or local standards relating to solid waste or litter control?	_	X	X

b.	Extend a sewer trunk line with capacity to serve new development?	_	X	X
c.	Substantially increase demand for recreation or other public facilities?	_	X	X
d.	Require major expansion of power, water, or communications facilities?	_	X	X

The project would replace existing office and parking uses with residential, office, retail, and parking uses at a greater intensity. As the project buildings are currently vacant and employment at the parking lot is approximately two full-time employees, with implementation of the proposed project, the population of the site would increase by approximately 880 residents and approximately 2,078 employees. The project option would not change the number of housing units or residents, and thus impacts would be the same as described for the proposed project below.

Solid Waste

The project site presently receives solid waste, water, and wastewater services. The Golden Gate Disposal and Recycling Company provides residential and commercial garbage and recycling services to the downtown area, as well as to seven other sections of San Francisco.[9] Residents at the proposed project site would be expected to generate approximately 1,100 pounds of solid waste per day, and approximately 401,500 pounds per year.[10] The proposed project is expected to have approximately 526,000 gsf of office and retail uses, which would be expected to generate about 10,520 pounds per day and about 3,839,300 pounds per year of solid waste.[11] The proposed project's total uses would be expected to generate about 11,620 pounds per day, or about 4,240,800 pounds per year of solid waste.

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9 San Francisco Redevelopment Agency, City and County of San Francisco, *Mid-Market Redevelopment Plan, Final Environmental Impact Report*, Planning Department Case No. 2002.0805E (SCH 2001082084), certified September 18, 2003, p. 187. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5th Floor.

10 City and County of San Francisco, *Solid Waste Generation Study*, October 1992, pp.4-12 (obtained from City and County of San Francisco Planning Department, *Mission Bay Subsequent Environmental Impact Report*, Mission Bay Solid Waste Generation at Build-Out, Table L.2, September 17, 1998, SCH No. 97092068). Residential solid waste generation is equal to 2.5 lbs. per residential unit per day x 440 units = 1,100 lbs. per day or about 401,500 lbs. per year. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5th Floor.

11 NSWMA, Basic Data: Solid Waste Amounts, Composition, and Management, Technical Bulletin #85-6, October 1, 1985 (obtained from City and County of San Francisco Planning Department, *Mission Bay Subsequent Environmental Impact Report*, Mission Bay Solid Waste Generation at Build-Out, Table L.2, September 17, 1998, SCH No. 97092068). Retail/office solid waste generation is equal to 2.0 lbs. per 100 gsf per day x 526,000 gsf of office and retail gsf = 10,520 lbs. per day or about 3,839,800 lbs. per year. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5th Floor.

However, this increase would not be in excess of amounts expected and provided for in the project area, and would not be expected to have any substantial effect on landfills. The EIR will not discuss this issue further.

Wastewater

The project site is served by San Francisco's combined sewer system, which handles both sewage and stormwater runoff. The project site is served by the Southeast Water Pollution Control Plant, located near Third Street and Evans Avenue.[12] The proposed buildings would be connected to existing sewer lines. The proposed project is expected to increase wastewater generation at the site due to the approximately 880 additional residents and about 2,080 additional employees on site. However, the City's combined wastewater and storm system has capacity to service the proposed project and expansion of the sewer system would not be required. Construction of new sewer trunk lines would not be necessary because the project area is already adequately served by existing sewer infrastructure. The proposed project would be within expected growth projections for the City, therefore no significant impact on wastewater treatment capacity is expected.[13]

Because the proposed project would not substantially increase wastewater nor require expansion of water facilities at the project site, the EIR will not discuss this issue.

Public Schools

The San Francisco Unified School District (SFUSD) provides public primary and secondary education in the City and County of San Francisco. The district is comprised of 78 elementary schools, 17 middle schools, and 21 high schools; the total student enrollment is approximately 60,000 students.[14] The nearest elementary school to the project site is Bessie Carmichael Elementary School located at 55 Sherman Street, about half a mile southeast of the project site. The nearest middle school to the project site is Enola D. Maxwell Middle School located at 655 De Haro Street, about 1.5 miles southeast of

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12 San Francisco Public Utilities Commission website, http://sfwater.org/orgDetail.cfm/MO_ID/48, accessed January 21, 2003.

13 City and County of San Francisco Planning Department and the San Francisco Redevelopment Agency, *Mission Bay Subsequent Environmental Impact Report*, Mission Bay Project Total Daily Water Demand and Wastewater Generation at Buildout (2015), Mission Bay North and South, Table L.3, September 17, 1998, SCH No. 97092068. Wastewater generation assumed to be 90% of water consumption.

14 San Francisco Redevelopment Agency, City and County of San Francisco, *Mid-Market Redevelopment Plan, Final Environmental Impact Report*, Planning Department Case No. 2002.0805E (SCH 2001082084), September 18, 2003, p. 180. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5th Floor.

the project site. The nearest high school is Mission High School located at 3750 18th Street, about 1.5 miles southwest of the project site.[15] The SFUSD is currently not a growth district and facilities throughout the City and County are underused. According to the *SFUSD Facilities Master Plan*, the District has excess capacity at existing school facilities. Currently, Bessie Carmichael Elementary School is at 77 percent capacity, Enola D. Maxwell Middle School is at 35 percent capacity, and Mission High School is at 56 percent capacity. Excess capacity is expected is to increase district-wide as enrollment is projected to decline over the next 10 years.[16] No construction of schools is planned near the project site. An increase in students associated with the proposed project would not substantially change the demand for schools. For the above reasons, significant impacts to school facilities would not occur, and this topic will not be discussed in the EIR.

Recreation

There are no public recreation facilities on the project site. The nearest park to the project site is Civic Center Plaza, about two blocks north, which includes children's playgrounds. The Howard and Langton Mini-Park, which is less than half an acre, is about four blocks east of the project site. An increase of about 880 residents would not be a significant increase in the overall population of San Francisco, and in the demand for recreation facilities. In addition, the proposed project would provide open space according to Section 135 of the *Planning Code*, which establishes a minimum amount of usable open space for residential use. Due to the two nearby public open spaces and the project open space, impacts resulting from an increase in demand for recreation or other public facilities would be less than significant and will not be discussed in the EIR.

Police and Fire Protection Services

The project site presently receives police and fire protection services. The project would create additional residents, employees, and visitors and would increase demand for fire and police services in the area. Although the project could increase the number of calls received from the area or the level of regulatory oversight that must be provided as a result of the increase in population on site, the increase in responsibilities would not likely be substantial in light of the existing demand for police and fire protection services. As noted in the *Mid-Market Redevelopment Plan Final EIR*, development in the Mid-Market area, which includes the project site, would help rehabilitate the project area and reduce

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[15] San Francisco Unified School District website, http://portal.sfusd.edu/template/sfusd.cfm, accessed May 30, 2003.

[16] San Francisco Unified School District, *SFUSD Facilities Master Plan*, January 2003, Section V, pp. 14-37.

blight that is prevalent in the area by providing housing and economic development. These physical improvements could help to lessen illegal activities in the project area through the introduction of new residents, revitalized commercial uses, and an improved pedestrian environment. Furthermore, the increase in demand would not require the construction of any new police or fire protection facilities. For these reasons, the EIR will not discuss police or fire protection services.

Power and Communications Facilities

The project site is served by power and communication facilities. The proposed project would require typical utility connections and could tap into existing power and communications grids. Therefore, no new power or communications facilities would be necessary as a result of project implementation.

The proposed project would increase demand for and use of public services, but not in excess of amounts expected and provided for in this area. San Francisco consumers have recently experienced rising energy costs and uncertainties regarding the supply of electricity. The root causes of these conditions are under investigation and are the subject of much debate. Part of the problem is thought to be that the state does not generate sufficient energy to meet its demand and must import energy from outside sources. Another part of the problem may be the lack of cost controls as a result of deregulation. The California Energy Commission is currently considering applications for the development of new power-generating facilities in San Francisco, the Bay Area, and elsewhere in the state. These facilities could supply additional energy to the power supply "grid" within the next few years. These efforts, together with conservation, will be part of the statewide effort to achieve energy sufficiency. The project would not be built and occupied until about 2007; therefore, additional generating facilities may have been completed by the time the project is in operation. The project-generated demand for electricity would be negligible in the context of the overall demand within San Francisco and the state, and would not in and of itself require a major expansion of power facilities. Therefore, the energy demand associated with the proposed project would not result in a significant physical environmental effect, and the EIR will not discuss this issue.

Other Public Utilities

The proposed project would result in a net increase of approximately 880 residents and 2,080 employees at the project site. As a result, there would be an incremental increase in the demand for and use of water and other public utilities, but not in excess of amounts expected and provided for by

the existing utility infrastructure. Significant effects on these public utilities are, therefore, not expected, and this topic will not be analyzed in the EIR.

8.	**Biology - Could the project:**	Yes	No	Discussed
a.	Substantially affect a rare or endangered species of animal or plant, or the habitat of the species?	_	X	X
b.	Substantially diminish habitat for fish, wildlife, or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?	_	X	_
c.	Require removal of substantial numbers of mature, scenic trees?	_	X	X

The project site contains seven vacant office buildings, a surface parking lot, and four mature street trees along the Mission Street frontage and five mature street trees along the Tenth Street frontage of the project site. While the existing trees are part of the streetscape, they are not uniques specimens or scenic resources. The project site does not support or provide habitat for any rare or endangered wildlife or plant species. No other important biological resources exist on the project site. The project option would not change the proposed construction plans related to removal of street trees or landscaping, and thus impacts would be the same as described for the proposed project.

Landscape plans for the proposed project are in preliminary development and could include five new street trees along the Market Street frontage and five new street trees along the northern portion of the Tenth Street frontage. Within the Market Street Office Building, additional trees would be provided in the lobby, and additional landscaping would be provided on the second-floor childcare center terrace and on the rooftop terrace. However, the proposed project may require total or partial removal of nine mature, street trees that are greater than four inches in diameter. Such a number would not constitute a significant number of trees, and any street trees removed as part of the project would be replaced. In view of the above, the project would not have significant vegetation and wildlife impacts and the EIR will not discuss these issues.

9.	**Geology/Topography - Could the project:**	Yes	No	Discussed
a.	Expose people or structures to major geologic hazards (slides, subsidence, erosion, and liquefaction)?	_	X	X

b.	Change substantially the topography or any unique geologic or physical features of the site?	_	X	_

Approximately 54,000 cubic yards of material would be removed from the site during project construction. Excavation depth would range from 15 to 18 feet across the entire 95,000-square-foot site. The project option would not change the project construction plans related to excavation, and thus impacts would be the same as described for the proposed project.

The Community Safety Element of the *San Francisco General Plan* contains maps that show areas subject to geologic hazards. The project site is located in an area subject to ground shaking from earthquakes along the San Andreas and Northern Hayward Faults and other faults in the San Francisco Bay Area (Maps 2 and 3 in the Community Safety Element). The project site is in an area of liquefaction potential (Map 4 in the Community Safety Element), a Seismic Hazards Study Zone designated by the California Division of Mines and Geology.

A past investigation of subsurface conditions at the project site has been conducted; the following information summarizes those findings.[17] According to the report, the project site slopes downward approximately 12 feet from Market Street to Mission Street, and the soil beneath the site consists of approximately 12 to 15 feet of sandy fill consisting of miscellaneous debris including nails, glass, and burned wood, which may be related to the 1906 San Francisco Earthquake, intermixed with medium dense to dense dune sands. The fill is underlain by unconsolidated, medium- to fine-grained sand, silt, and clayey silt with occasional layers of coarse sand extending to at least 21 feet below the ground surface (bgs). Beneath the medium- to fine-grained sand, silt, and clayey silt layer, clayey sand was encountered and extends as deep as 68 feet bgs. Dense to very dense sands were encountered below the clayey sand layer to the maximum depth of the exploration at 110 feet bgs. Although bedrock was not encountered at the project site during the investigation, a past study performed in the vicinity indicates that bedrock is at depths of 130 to 160 bgs. The soil boring and monitoring well report concluded that groundwater is between 17 to 21 feet bgs. Based on another recent study in the vicinity of the project site, the potential for liquefaction and lateral spreading with these subsurface soil and

[17] Converse Environmental West, *Soil Boring and Monitoring Well Installation Report, New Tank Area Assessment, Northern California Data Center, 1455 Market Street, San Francisco, California,* March 12, 1991. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5th Floor.

groundwater conditions is very low.[18] In addition, the site is relatively flat and covered by existing structures indicating that the potential for large-scale landsliding and erosion is very low.

For any development proposal in an area of liquefaction potential, the San Francisco Department of Building Inspection (DBI), in its review of the building permit application, requires the project sponsor to prepare a geotechnical report pursuant to the State Seismic Hazards Mapping Act. The report must assess the nature and severity of the hazard(s) on the site and recommend project design and construction features that would reduce the hazards(s). To ensure compliance with all San Francisco Building Code provisions regarding structural safety, when DBI reviews the geotechnical report and building plans for a proposed project, it determines necessary engineering and design features for the project to reduce potential damage to structures from groundshaking and liquefaction. Therefore, potential damage to structures from geologic hazards on the project site would be mitigated through the DBI requirement for a geotechnical report and review of the building permit application pursuant to its implementation of the Building Code.

Dewatering

Based on previous subsurface investigation reports prepared for the project site, the water table appears to be at a depth of approximately 17 to 21 feet bgs. Since the project would include one level of subsurface parking with excavation to about 15 to 18 feet, it is likely that dewatering would be required. Any groundwater encountered during construction would be subject to the requirements of the San Francisco Industrial Waste Ordinance (Ordinance No. 199-77), requiring that groundwater meet specified standards before being discharged into the sewer system. The Bureau of Environmental Regulation and Management of the Department of Public Works would be notified if the project were to require dewatering.

Should dewatering be necessary, the final soils report would address the potential settlement and subsidence impacts of this dewatering. Based upon this discussion, the soils report would contain a determination as to whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, the Department of Public Works would require that a Special Inspector (as defined in Article 3 of the Building Code) be retained by the project sponsor to perform this monitoring.

[18] Treadwell & Rollo, *Geotechnical Investigation, Trinity Plaza, 1169 Market Street, San Francisco, California*, January 3, 2003, pp. 7–9. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5th Floor.

Groundwater monitoring wells and/or instruments would be used to monitor potential settlement and subsidence. If, in the judgment of the Special Inspector, unacceptable movement were to occur during construction, groundwater recharge would be used to halt this settlement. The project sponsor would delay construction if necessary. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsor. The Water section below discusses the potential water quality effects of dewatering, and Mitigation Measure 3, p. 50, would reduce the potential water quality effects of dewatering. Because potential dewatering would not result in potential significant impacts related to geology and topography, no analysis of dewatering is required in the EIR.

The project would not significantly alter the topography or otherwise affect any unique geologic or physical features of the site. Therefore, no further analysis of geology and seismicity is required, and the EIR will not discuss these issues.

10.	**Water - Could the project:**	Yes	No	Discussed
a.	Substantially degrade water quality, or contaminate a public water supply?	_	X	X
b.	Substantially degrade or deplete groundwater resources, or interfere substantially with groundwater recharge?	_	X	X
c.	Cause substantial flooding, erosion or siltation?	_	X	X

All large-sized proposed projects (e.g., those projects requiring a Negative Declaration, Mitigated Negative Declaration, as well as an EIR) in California subject to CEQA are required to obtain an assessment from a water agency to determine the availability of a long-term water supply sufficient to satisfy project-generated water demand. In May 2002, the San Francisco Public Utilities Commission (SFPUC) adopted a resolution finding that the SFPUC's Urban Water Management (UWMP) adequately fulfills the requirements of the water assessment for water quality and wastewater treatment and capacity as long as the project is covered by the demand projections identified in the UWMP.[19] The SFPUC's UWMP 2000 update is based upon ABAG's Year 2000 Projections, which includes all known or expected development projects in San Francisco from that time through 2020. The projections includes the proposed Mid-Market Redevelopment Plan, which anticipates high-density residential and office growth at this site. Therefore, the proposed project would be included in the UWMP, and thus would not substantially increase the existing water demand beyond expected levels.

[19] City and County of San Francisco, Public Utilities Commission, Resolution No. 02-0084, May 14, 2002.

Project-related wastewater and stormwater would flow to the City's combined sewer system and would be treated to standards contained in the City's National Pollutant Discharge Elimination System (NPDES) Permit for the Southeast Water Pollution Control Plant prior to discharge. During operations, the project would comply with all local wastewater discharge requirements. Therefore, the project would not substantially degrade water quality.

The project site is entirely made up of impervious surfaces including vacant office buildings and surface parking. The proposed project would similarly cover the project site with impervious surfaces and would not substantially alter site drainage. No use of groundwater currently exists on the site. During construction, requirements to reduce erosion would be implemented pursuant to California Building Code Chapter 33, Excavation and Grading. Therefore, groundwater resources would not be substantially degraded or depleted, and the project would not interfere substantially with groundwater recharge.

With regard to potential water quality impacts resulting from dewatering activities, see the discussion under Geology/Topography, p. 36. As described in that section, the project would include Mitigation Measure 3, p. 51, to reduce the potential water quality effects of dewatering.

Project activities that result in flooding, erosion, or siltation could affect groundwater quality. Any exposure of soil during site preparation would occur below street grade and would have low potential for substantial erosion or siltation. For the above reasons, no impacts related to water quality would occur and no analysis of this issue is required in the EIR.

The project option would not change the project construction plans related to excavation or potential dewatering effects; thus impacts would be the same as described for the proposed project.

11.	**Energy/Natural Resources - Could the project:**	Yes	No	Discussed
a.	Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	_	X	X
b.	Have a substantial effect on the potential use, extraction, or depletion of a natural resource?	_	X	X

The project option would not change the proposed construction or operation of the project; thus impacts would be the same as described for the proposed project.

The project would meet current state and local codes concerning energy consumption, including Title 24 of the California Code of Regulations, enforced by the Department of Building Inspection. Other than natural gas and coal fuel used to generate the electricity for the project, the project would not have a substantial effect on the use, extraction, or depletion of a natural resource. See also the discussion of electricity use under Utilities/Public Services on p. 31. For this reason, the project would not cause a wasteful use of energy, and would not have a substantial adverse effect on natural resources and this topic will not be discussed in the EIR.

12.	Hazards - Could the project:	Yes	No	Discussed
a.	Create a potential public health hazard or involve the use, production, or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	_	X	X
b.	Interfere with emergency response plans or emergency evacuation plans?	_	X	X
c.	Create a potentially substantial fire hazard?	_	X	X

A Phase I Environmental Site Assessment (ESA) of the project site was prepared in November 1998.[20] Findings of the Phase I ESA are summarized in this section. The northern portion of the project site has historically been occupied by commercial and office uses, while the southern portion of the site has been occupied by a gas station and carwash with an underground storage tank (UST).[21] The project option would not change the project construction plans; thus impacts would be the same as described for the proposed project.

Hazardous Materials Use. The proposed project would involve the development of office, residential, retail, and parking uses, which would require relatively small quantities of hazardous materials for routine purposes. Operation of the development would likely involve use of common types of hazardous materials, such as cleaners and disinfectants. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling procedures. Most of these

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20 ATC Associates Incorporated, *Phase I Environmental Site Assessment of 10th and Market Streets, Bank of America – 10th and Market Complex, San Francisco, California, 94102*, November 4, 1998. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5th Floor.

21 ATC Associates Incorporated, *Phase I Environmental Site Assessment of 10th and Market Streets, Bank of America – 10th and Market Complex, San Francisco, California, 94102*, November 4, 1998. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5th Floor.

materials are consumed through use, resulting in relatively little waste. Back-up electrical generators, which would likely utilize diesel fuel, would be located on the project site, but would not likely contain such fuel in quantities to pose a significant hazard. Businesses are required by law to ensure employee safety by identifying hazardous materials in the workplace, providing safety information to workers that handle hazardous materials, and adequately training workers. For these reasons, hazardous materials use would not pose any substantial public health or safety hazards.

Underground Storage Tanks (USTs). The Phase I report includes a review of records at the San Francisco Department of Public Health. Contamination at 1455 Market Street (the Bank of America Data Center) was detected on March 12, 1989, from structural failure discovered during tank closure. The primary substance was gasoline fuel and the secondary substance was diesel fuel. The contamination affected both soil and groundwater. However, the Phase I ESA reported that the case was closed by the City and County of San Francisco Department of Public Health on January 29, 1996, and by the Regional Water Quality Control Board (RWQCB) on February 16, 1996. In January 1992, four 10,000-gallon USTs were removed from 1400 Mission Street, the site of the former gas station and carwash on the southern portion of the project site. Contaminated soils were excavated and disposed, and three groundwater monitoring wells were subsequently installed at the site to assess the extent of soil and groundwater contamination. Soil contamination occurred at such low levels as to not pose a threat to water quality. Analytical results from the groundwater monitoring wells indicated the presence of volatile organic compounds (VOCs). Quarterly groundwater analyses gathered between March 1991 through March 1993 did not identify VOCs above the levels of detection. Diesel and an unidentified hydrocarbon was detected in the groundwater in September 1992. There was no known source of diesel on site; diesel in groundwater may have been from an off-site source. The unidentified hydrocarbon was a result of a single peak measurement and was not detected in subsequent analyses. The case was closed by the RWQCB on August 25, 1993.

Soil and Groundwater. Although not observed during the site visit for the Phase I ESA, floor drain discharges from a photo shop were discovered to have impacted a leaking sewer pipe in the basement below 1433 Market (within the project site, adjacent to the Bank of America Data Center, see Figure 2, p. 5). Inappropriate discharges to the municipal sewer system were suspected from the floor drain in the shop. The Phase I report recommended application for a wastewater discharge permit from the Department of Public Works and the application was filed; however, no permit was discovered or disclosed during the conduct of the Phase I ESA. In order to effectively remediate any residual soil contamination, the project sponsor would implement Mitigation Measure 4, p. 51, to further

characterize soil conditions. If additional environmental studies conclude that soil and groundwater conditions could pose significant human health or safety hazards, a Site Safety and Health Plan would need to be prepared pursuant to California Division of Occupational Safety and Health requirements and National Institute for Occupational Safety and Health guidance to ensure worker safety. Under these requirements, the Site Safety and Health Plan would need to be prepared prior to initiating any earth-moving activities at the site. The plan would contain policies and procedures to protect site workers from potential health and safety impacts related to contaminated soil and groundwater. The plan would apply to all site activities through the completion of earthwork construction. It would include specific training requirements and personal protection equipment for on-site workers. The Site Safety and Health Plan is not required to include measures to minimize the potential for public exposure. Mitigation Measure 4, p. 51, would minimize potential public exposure to hazardous materials and would reduce adverse affects on health and safety to a less-than-significant level.

Asbestos. Asbestos is regulated both as a hazardous air pollutant and as a potential worker safety hazard. The BAAQMD and CalOSHA regulations restrict asbestos emissions from demolition and renovation activities and specify safe work practices to minimize the potential for release of asbestos fibers. These regulations prohibit emissions of asbestos from asbestos-related manufacturing, demolition, or construction activities; require medical examinations and monitoring of employees engaged in activities that could disturb asbestos; specify precautions and safe work practices that must be followed to minimize the potential for release of asbestos fibers; and require notice to federal and local government agencies prior to beginning renovation or demolition that could disturb asbestos.

The Phase I ESA included a limited asbestos assessment that identified suspect asbestos-containing material (ACM) within the existing buildings at the project site, which would be demolished as part of the project.[22] In the past, asbestos was commonly installed in insulation, floor tiles, and roofing tar. If asbestos exists in any of the buildings to be demolished, they could pose hazards to workers, neighbors, or the natural environment. The project sponsor would comply with applicable law and regulations in causing the removal of ACM, as provided in Mitigation Measure 4c. (p. 51) and would reduce adverse affects on health and safety to a less-than-significant level.

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[22] ATC Associates Incorporated, *Phase I Environmental Site Assessment of 10th and Market Streets, Bank of America – 10th and Market Complex, San Francisco, California, 94102*, November 4, 1998. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5th Floor.

The local office of the State Occupational Safety and Health Administration (OSHA) must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow state regulations contained in 8CCR1529 and 8CCR341.6 through 341.14 where there is asbestos-related work involving 100 square feet or more of asbestos-containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material is required to file a Hazardous Waste Manifest which details the hauling of the material from the site and the disposal of it. Pursuant to California law, the DBI would not issue the required permit until the applicant has complied with the notice requirements described above.

Building Materials. In the past, polychlorinated biphenyls (PCBs) and lead were also commonly installed in electrical transformers, fluorescent light ballasts, and paint. Mercury is common in electrical switches and fluorescent light bulbs. If such hazardous materials exist in buildings to be demolished, they could be hazardous to workers, neighbors, or the natural environment.

Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable Federal regulations regarding hazardous air pollutants, including asbestos. The BAAQMD is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition or abatement work.

Notification includes the names and addresses of operations and persons responsible; description and location of the structure to be demolished/altered including size, age and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition or abatement; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The BAAQMD randomly inspects asbestos removal operations and will inspect any removal operation concerning which a complaint has been received.

These regulations and procedures, already established as a part of the permit review process, would insure that any potential impacts due to asbestos or hazardous building materials would be reduced to a level of insignificance.

Lead-Based Paint. Lead-based paint may be found in the existing buildings, proposed for demolition as part of the project. Demolition must comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint. Where there is any work that may disturb or remove lead paint on the exterior of any building built prior to December 31, 1978, Chapter 36 requires specific notification and work standards, and identifies prohibited work methods and penalties.

Chapter 36 applies to buildings or steel structures on which original construction was completed prior to 1979 (which are assumed to have lead-based paint on their surfaces), where more than ten total square feet of lead-based paint would be disturbed or removed. The ordinance contains performance standards, including establishment of containment barriers, at least as effective at protecting human health and the environment as those in the Housing and Urban Development Guidelines (the most recent Guidelines for Evaluation and Control of Lead-Based Paint Hazards) and identifies prohibited practices that may not be used in disturbance or removal of lead-based paint. Any person performing work subject to the ordinance shall make all reasonable efforts to prevent migration of lead paint contaminants beyond containment barriers during the course of the work, and any person performing regulated work shall make all reasonable efforts to remove all visible lead paint contaminants from all regulated areas of the property prior to completion of the work.

The ordinance also includes notification requirements, contents of notice, and requirements for signs. Notification includes notifying bidders for the work of any paint-inspection reports verifying the presence or absence of lead-based paint in the regulated area of the proposed project. Prior to commencement of work, the responsible party must provide written notice to the Director of the Department of Building Inspection, of the location of the project; the nature and approximate square footage of the painted surface being disturbed and/or removed; anticipated job start and completion dates for the work; whether the responsible party has reason to know or presume that lead-based paint is present; whether the building is residential or nonresidential, owner-occupied or rental property, approximate number of dwelling units, if any; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and the name, address, telephone number, and pager number of the party who will perform the work. (Further notice requirements include Sign When Containment is Required, Notice by Landlord, Required Notice to Tenants, Availability of Pamphlet related to protection from lead in the home, Notice by Contractor, Early Commencement of Work [by Owner, Requested by Tenant], and Notice of Lead Contaminated Dust or Soil, if applicable.) The ordinance contains provisions regarding inspection and sampling for compliance by DBI, and enforcement, and describes penalties for non-compliance with the

requirements of the ordinance. These regulations and procedures by the San Francisco Building Code would ensure that potential impacts of demolition, due to lead-based paint, would be reduced to a level of insignificance.

Fire Safety and Emergency Access. San Francisco ensures fire safety through provisions of the Building Code and Fire Code. Existing buildings are required to meet standards contained in these codes. The proposed project would also conform to these standards, which may include development of an emergency procedure manual and an exit drill plan. In this way, potential fire hazards (including those associated with hydrant water pressure and emergency access) would be addressed during the permit review process.

Occupants of the proposed building would contribute to congestion if an emergency evacuation of the area were required. Section 12.202(e)(1) of the San Francisco Fire Code requires that all owners of high-rise buildings (over 75 feet) "shall establish or cause to be established procedures to be followed in case of fire or other emergencies. All such procedures shall be reviewed and approved by the chief of division." Additionally, project construction would have to conform to the provisions of the Building and Fire Codes, which require additional life safety protections for high-rise buildings.

With implementation of the mitigation measures included as part of the project, Mitigation Measure 4, as identified on p. 51, potential health and safety issues related to existing and future hazardous materials use, contaminated soil and groundwater, potentially hazardous building components, and fire safety and emergency access would be reduced to less-than-significant levels. Therefore, these issues do not require further analysis and will not be discussed in the EIR.

13. **Cultural - Could the project:**	Yes	No	Discussed
a. Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community, ethnic or social group; or a paleontological site except as a part of a scientific study?	_	X	X
b. Conflict with established recreational, educational, religious or scientific uses of the area?	_	X	_
c. Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the City *Planning Code*?	_	X	X

The project option would not change the project construction plans related to excavation; thus impacts would be the same as described for the proposed project.

Archaeological Resources

An archaeological research design and treatment plan (ARD/TP) was prepared for the proposed project in June 2003.[23] The information presented below is based on that report. The report addresses the prehistoric, historic, and natural information contexts of the project site; the potential for archaeological resources to be present; the significant research themes related to the prehistoric and historical context of the project; the evaluation of expected archaeological resources for eligibility for listing in the California Register of Historic Resources (CRHR); and the treatment of discovered prehistoric and historical archaeological resources.

The project site was historically situated directly on the edge of the marshy drainage of Mission Creek and was occupied by sandy hills ranging in elevation from 80 to 20 feet above sea level, located just adjacent to the marshlands of Mission Bay. The proposed project site might have been a favorable location for prehistoric habitation or seasonal activity. In the last two decades, a significant concentration of prehistoric archeological sites has been discovered between the northern historic shoreline of Mission Bay and Market Street. The oldest evidence of human occupation in San Francisco (approximately 5,000 years before the present) was discovered south of Market Street, about two blocks from the project site. The other prehistoric discoveries have recently been recorded within a two-to-three-block radius of the proposed project site. The potential for discovering prehistoric cultural resources at the project site, in this once highly favorable prehistoric setting, is high. Any prehistoric archeological resources that might be present within the project site would be scientifically informative and, thus, eligible for listing in the CRHR under Criterion D. Therefore, any prehistoric archeological resources within the project site would be historical resources under CEQA.

The ARD/TP identified four categories of historical/archaeological resources that may be present within the project site: (1) refuse and architecture from commercial structures located along street frontages of Market, Tenth, and Mission Streets from 1889–1906; (2) "Plank Road" infrastructure from the 1850s along present-day Mission Street; (3) refuse and architecture from mid-nineteenth century structures identified on 1857 and 1869 maps; and (4) deeply buried prehistoric human remains and cultural deposits. The expected historical and archaeological resources may contain data that

[23] Archeo-Tec, *Archaeological Research Design/ Treatment Plan, Tenth/ Market/ Mission Mixed Use Project, City and County of San Francisco, California,* August 5, 2003.

significantly contributes to specific scientific/historical questions and, thus, may be eligible for listing in the CRHR under Criterion D. The formation of the existing project site is largely the result of the leveling of the 60-foot sand dunes in the northern portion of the project site during the 1860s. The southern portion of the site was covered with fill that in low areas may have been up to 30 feet deep. Human modifications to the project site during 1850s would generally have protected any prehistoric historical/archaeological resources that might be present. Since the existing surface generally dates from before 1870, buried features (filled-in privies, wells, trash pits) associated from later occupation should as a whole remain intact.

The proposed project would require excavation to depths of 15 to 18 feet throughout the site and pile driving at considerably greater depths. Therefore, the proposed project could potentially adversely affect legally significant archaeological resources within the project area. The project sponsor would implement Mitigation Measure 5 - Archaeological Resources, pp. 52–54, to reduce any potentially significant disturbance, damage, or loss of archaeological resources to a less-than-significant level. The mitigation measure would require pre-construction testing, an archaeological monitoring program, and an archaeological data recovery program as appropriate. Implementation of the mitigation measure would ensure that the proposed project would have a less-than-significant effect on archaeological resources; accordingly, there will be no discussion of this issue in the EIR.

Historic Architectural Resources

The project site contains seven two- to four-story vacant office buildings containing a total of 166,700 gsf of office space and surface parking for approximately 155 vehicles. None of the structures on site have any historical ratings in the Planning Department database except the building at 54–70 Tenth Street (see Figure 2, p. 5), which is listed on the 1976 Architectural Survey. This building is a Spanish Colonial Revival building, and is not considered a particularly fine example of its type due to the structure's weak proportions and detailing with undersized roof overhangs visually supported by a sparse number of decorative brackets. The building is considered to have lost a substantial amount of its integrity with inappropriate industrial sash window replacements and some inappropriate ground floor alterations, and is in a substantially deteriorated condition. The 54–70 Tenth Street building appears to lack the integrity and design quality to be considered an architectural resource, and the Planning Department's database does not indicate any other historical significance. Structures on the site have no landmark status, are not part of a historic district, do not have any national register rating indicating any likely historical significance, and are not listed in *Here Today* or San Francisco Heritage Foundation surveys; therefore, none of the buildings would be considered eligible for the CRHR, nor

they do not meet the criteria for eligibility due to the condition and alteration of the buildings and insufficient historical significance.[24]

Therefore, the project's potential to affect historic and architectural resources of significance would be limited to its potential effect on adjacent properties, including the Civic Center Historic District and the San Francisco Merchandise Mart building (SF Mart Building) at 1301 Market Street rated Category I (significant structure) under Article 11 of the *Planning Code*. (The building at 1455 Market, the Bank of America Data Center adjacent to the site, is a Category V (unrated) building and would not be considered a historic resource.) The Civic Center Historic District is centered on the domed City Hall and Civic Center Plaza, characterized by buildings of large-scale and costly materials in a Beaux Arts / Classical Revival style.[25] In general, the proposed project would not substantially affect the character or significance of the San Francisco Civic Center Historic District, because the proposed project site is located a considerable distance from the closest contributing building to the District (approximately 500 feet to the northeast), would be generally blocked from view from the District by the existing 11-story SF Mart Building between Ninth and Tenth Streets, and would otherwise have no demonstrable effect on the district's historic setting. The SF Mart Building is rated a Category I building, which acknowledges that the building is at least 40 years old, is judged to be of individual importance, and is rated excellent in architectural design or rated very good in both architectural design and relationship to the environment. The proposed Market Street Office Building, closest to the SF Mart Building, would have a base height of 65 feet at both the Market and Tenth Street frontages. This base height would be consistent with building heights along Market Street and would be compatible with, and would not detract from, the SF Mart Building and would not have a demonstrable effect on the SF Mart's setting. For the above reasons, the proposed project would have a less-than-significant effect on historic architectural resources. Accordingly, there will be no discussion of this issue in the EIR.

C. **OTHER** - Could the project:	Yes	No	Discussed
Require approval and/or permits from City departments other than the Planning Department or the Department of Building Inspection, or from regional, state, or federal agencies?	_	X	_

[24] City and County of San Francisco Planning Department, Memorandum Re: 1455 Market Street, Block 3507, Lot 39, Case No. 2003.0262E, Historic Resource Evaluation Request, July 9, 2003.

[25] San Francisco Redevelopment Agency, City and County of San Francisco, *Mid-Market Redevelopment Plan Final EIR*, Case No. 2002.0805E (SCH. 2001082084), certified September 18, 2003, p. 83. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5th Floor.

D.	MITIGATION MEASURES	Yes	No	Discussed
1.	Could the project have significant effects if mitigation measures are not included in the project?	X	_	X
2.	Are all mitigation measures necessary to eliminate significant effects included in the project?	X	_	X

The following mitigation measures, all of which are necessary to reduce the potential impacts of the project to a less-than-significant level, have been agreed to by the project sponsor.

Mitigation Measure 1: Construction Noise

Contractors shall be required to use construction equipment with state-of-the-art noise shielding and muffling devices.

The project sponsor shall require that its geotechnical engineering contractor conduct a pre-construction assessment of existing subsurface conditions and the structural integrity of nearby buildings subject to pile driving impacts prior to receiving a building permit. If recommended by the geotechnical engineer, for structures or facilities within 50 feet of pile driving, the project sponsor shall require ground-borne vibration monitoring of nearby structures. The project sponsor shall also require its construction contractor to use feasible noise-reducing pile driving techniques if nearby structures are subject to pile driving noise and vibration. These techniques may include pre-drilling pile holes (depending on soil type) to the maximum feasible depth, installing intake and exhaust mufflers on pile driving equipment, vibrating piles into place when feasible, and installing shrouds around the pile driving hammer where feasible.

At least 48 hours prior to pile-driving activities, the project sponsor shall notify building owners and occupants within 200 feet of the project site of the dates, hours, and expected duration of such activities.

Mitigation Measure 2: Construction Air Quality

The project sponsor shall require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions.

Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor shall require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation

of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

Mitigation Measure 3: Water Quality

a. If dewatering were necessary, the project sponsor shall follow the recommendations of the geotechnical engineer or environmental remediation consultant, in consultation with the Bureau of Environmental Regulation and Management of the Department of Public Works, regarding treatment, if any, of pumped groundwater prior to discharge to the combined sewer system.

b If dewatering were necessary, groundwater pumped from the site shall be retained in a holding tank to allow suspended particles to settle, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the Department of Public Works to reduce the amount of sediment entering the combined sewer system.

c. The project sponsor shall require the general contractor to install and maintain sediment traps in local stormwater intakes during construction to reduce the amount of sediment entering the combined sewer system, if this were found to be necessary by the Bureau of Environmental Regulation and Management, a division of the San Francisco Public Utilities Commission.

Mitigation Measure 4: Hazardous Materials

In addition to local, state, and federal requirements for handling hazardous materials, USTs, and soil and groundwater containing chemical contaminants, the project sponsor shall enter into a remedial action agreement with the Department of Public Health (DPH) pursuant to Health and Safety Code Section 101480 et seq. At a minimum, the project sponsor shall undertake the following work and any additional requirements imposed by the DPH under the agreement.

a. A Phase II investigation shall be performed to evaluate soil and groundwater quality at the site as a result of former operations at the site and in the site vicinity. Soil and groundwater should be evaluated for the presence of petroleum hydrocarbons, metals, VOCs, semi-VOCs, and polynuclear aromatic hydrocarbons (PAHs or PNAs).

b. A site mitigation plan shall be developed to address any contaminated soil and/or groundwater, USTs, or other hazardous materials identified during the Phase II investigation or subsequent demolition activities.

If deemed necessary by DPH, all impacted materials shall be mitigated prior to construction. Soils with elevated petroleum hydrocarbon or lead concentrations may require excavation and off-site disposal. Soils with elevated petroleum hydrocarbon or lead concentrations shall be disposed of off-site in accordance with California hazardous waste disposal regulations (CCR Title 26) or shall be managed in place with approval of the California Department of Toxic Substances Control or the RWQCB.

If the Phase II assessment results in earth-moving activities that require the preparation of a Site Safety and Health Plan because contaminated soils and/or groundwater may be encountered, in addition to measures that protect on-site workers, the plan shall include measures to minimize public exposure to contaminated soils. Such measures would include dust control, appropriate site security, restriction of public access, and posting of warning

signs, and would apply from the time of surface disruption through the completion of earthwork construction.

c. Prior to any demolition or excavation at the project site, the project sponsor shall conduct surveys to identify any asbestos in existing buildings or building materials. At a minimum, these surveys shall identify any asbestos-containing materials that would require removal and disposal prior to demolition. These surveys shall be completed by a state registered inspector or a similarly qualified individual.

d. Prior to any demolition or excavation at the project site, the project sponsor shall conduct surveys to identify any potentially hazardous materials (e.g., asbestos, lead-based paint, PCBs, mercury) in existing buildings or building materials. At a minimum, these surveys shall identify any hazardous materials that would require removal and disposal prior to demolition. These surveys shall be completed by a state registered inspector or a similarly qualified individual.

e. All reports and plans prepared in accordance with this mitigation measure shall be provided to the DPH and any other agencies identified by DPH. When all hazardous materials have been removed from existing buildings and soil and groundwater analysis and other activities have been completed, as appropriate, the project sponsor shall submit to the San Francisco Planning Department and DPH a report stating that the mitigation measure has been implemented. The report shall describe the steps taken to comply with the mitigation measure and include all verifying documentation. The report shall be certified by a Registered Environmental Assessor or a similarly qualified individual who states that all necessary mitigation measures have been implemented.

f. Should elevated levels of contamination remain at the site, a deed notification shall be required for the project site along with a DPH-approved Cap Maintenance Plan. The deed notification is to be recorded on the deed, prior to DPH issuing a "No Further Action" letter for the project site.

Mitigation Measure 5: Archaeological Resources

Based on a reasonable presumption that archaeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archaeology. The archaeological consultant shall implement the archaeological research design and treatment plan (ARD/TP). The consultant shall be available to conduct an archaeological monitoring and/or data recovery program if required pursuant to this measure. The archaeological consultant's work shall be conducted in accordance with this measure and with the requirements of the project archaeological research design and treatment plan (Archeo-Tec, *Draft Archaeological Research Design/Treatment Plan, Tenth/Market/Mission Mixed Use Project,* June 26, 2003) at the direction of the Environmental Review Officer (ERO). In instances of any inconsistency between the requirements of the project archaeological research design and treatment plan and of this archaeological mitigation measure, the requirement of this latter shall prevail. All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archaeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of

construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archaeological resource as defined in CEQA Guidelines Sect. 15064.5 (a)(c).

Archaeological Testing Program. The archaeological consultant shall prepare and submit to the ERO for review and approval a final archaeological testing plan (ATP). The archaeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archaeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archaeological testing program will be to determine to the extent possible the presence or absence of archaeological resources and to identify and to evaluate whether any archaeological resource encountered on the site constitutes a historical resource under CEQA.

At the completion of the archaeological testing program, the archaeological consultant shall submit a written report of the findings to the ERO. If based on the archaeological testing program the archaeological consultant finds that significant archaeological resources may be present, the ERO in consultation with the archaeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archaeological testing, archaeological monitoring, and/or an archaeological data recovery program. If the ERO determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

The proposed project shall be re-designed so as to avoid any adverse effect on the significant archaeological resource; or

A data recovery program shall be implemented, unless the ERO determines that the archaeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archaeological Monitoring Program. If the ERO in consultation with the archaeological consultant determines that an archaeological monitoring program shall be implemented the archaeological monitoring program shall minimally include the following provisions:

- The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archaeological consultant shall determine what project activities shall be archaeologically monitored. In most cases, any soils- disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archaeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;

- The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archaeological resource;

- The archaeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archaeological consultant and the ERO until the ERO has, in consultation with project archaeological consultant, determined that project construction activities could have no effects on significant archaeological deposits;

- The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;

- If an intact archaeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archaeological monitor has cause to believe that the pile driving activity may affect an archaeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archaeological consultant shall immediately notify the ERO of the encountered archaeological deposit. The archaeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archaeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archaeological resources are encountered, the archaeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archaeological Data Recovery Program. The archaeological data recovery program shall be conducted in accord with an archaeological data recovery plan (ADRP). The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archaeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archaeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.

- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.

- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.

- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archaeological data recovery program.

- *Security Measures.* Recommended security measures to protect the archaeological resource from vandalism, looting, and non-intentionally damaging activities.

- *Final Report.* Description of proposed report format and distribution of results.

- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains and Associated or Unassociated Funerary Objects. The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable state and federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission who shall appoint a Most Likely Descendant (MLD) (Public Resources Code Section 5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines Section 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archaeological Resources Report. The archaeological consultant shall submit a Draft Final Archaeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archaeological resource and describes the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archaeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historic Places. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

E. ALTERNATIVES

The EIR will discuss alternatives to the project that would reduce or eliminate any significant environmental effects. At the least, the EIR will include the following:

- No Project Alternative
- Reduced Program Alternative that could reduce or eliminate potential significant adverse effects.

F. MANDATORY FINDINGS OF SIGNIFICANCE

		Yes	No	Discussed
1.	Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history?			TO BE DETERMINED
2.	Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?	_	X	_
3.	Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)			TO BE DETERMINED
4.	Would the project cause substantial adverse effects on human beings, either directly or indirectly?			TO BE DETERMINED

G. ON THE BASIS OF THIS INITIAL STUDY:

_ I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

_ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.

X I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

DATE: November 12, 2003

Paul Maltzer
Environmental Review Officer
For
Gerald Green
Director of Planning

PREPARERS OF THIS INITIAL STUDY

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HERE

The Planning Department
1660 Mission Street, Suite 500
San Francisco, CA 94103-2414

Attn: Art Aguilar
Tenth/Market/Mission Streets Project (2003.0262E)

PLEASE CUT ALONG DOTTED LINE

RETURN REQUEST REQUIRED FOR FINAL
ENVIRONMENTAL IMPACT REPORT

REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT

TO: San Francisco Planning Department

Please send me a copy of the Final EIR.

Signed: _____

Print Your Name and Address Below